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ABSTRACT

In October 1996, the Programme on Educational Building held a conference in Stockholm entitled "Under One Roof." This report draws on the proceedings. Organization for Economic Cooperation and Development countries have been attempting to facilitate the provision of a range of community services on school sites, including adult education and other social and welfare services. This report describes development of integrated service provision, i.e., the integrating on one site of multiple services that are usually provided separately, focusing on the implications for local government authorities, planners, and architects who are designing school sites that must meet the new requirements. Several case studies are presented from other countries that demonstrate the necessity of optimizing the use of buildings and facilities and making schools better at promoting service synergies with local communities and with other services. The case studies provide examples of solutions to the practical problems of service integration that caters to the needs of both children and adults. The report's four chapters provide policy background, the issues and themes emerging from the case studies, and some provisional conclusions, and from them, possible initiatives and recommendations for governments. (GR)

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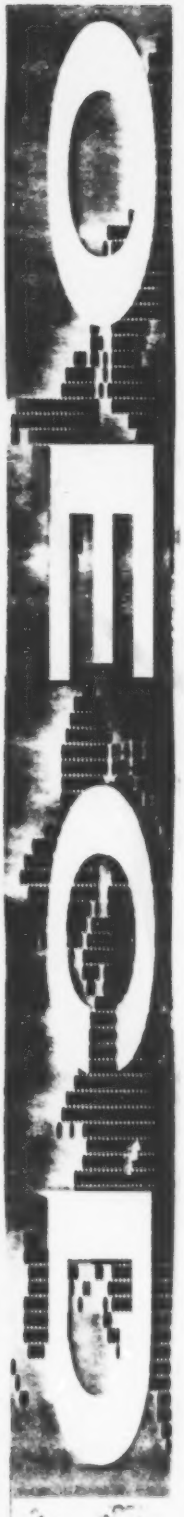

ED 444 334

PEB Papers

# UNDER ONE ROOF

## The Integration of Schools and Community Services in OECD Countries

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PEB PAPERS

# *Under One Roof*

## *The Integration of Schools and Community Services in OECD Countries*

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

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## ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

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## THE PROGRAMME ON EDUCATIONAL BUILDING (PEB)

Since its inception in 1972, PEB, which operates within the OECD, has promoted the international exchange of ideas, information, research and experience in all aspects of educational building.

PEB's priorities respond to the changing emphases of educational policy within participating countries. The over-riding concerns of the Programme are to ensure that maximum educational benefit is obtained from past and future investment in educational buildings and equipment, and that the stock of facilities is planned and managed in the most effective and efficient way.

The three main themes of the Programme's work are:

- improving the quality and suitability of educational facilities thus contributing to the quality of education;
- ensuring that the best possible use is made of the very substantial sums of money which are spent on constructing, running and maintaining educational facilities;
- giving early warning of the impact on educational facilities of trends in education and in society as a whole.

# FOREWORD

Over the last few years, a number of OECD countries have been trying to facilitate the provision of a range of community services on school sites, including adult education and other social and welfare services. This report describes the development of integrated service provision, and, more specifically, the implications for the local authorities, planners and architects in charge of designing school sites that meet the new requirements. Providing integrated services is understood here as the practice of integrating on one site services which are usually provided separately.

Several reasons account for this phenomenon. Schools and educational facilities are increasingly sophisticated and expensive, and local communities want to have better access to them. Yet, national authorities are not prepared to duplicate costly facilities. Hence the suggestion of some educational authorities to group together on one site facilities that are used for adult education, community services and basic education. The provision of integrated services could play a significant role in helping achieve "lifelong learning", an objective which was identified by the 1996 OECD conference at Ministerial level as a nodal point of the OECD's work on education.

It is in this context, and following the PEB workshop on "Making Better Use of School Buildings", which was held in Lyons in 1995, that PEB organised the conference entitled "Under One Roof", which was held in Stockholm in October 1996. This report reflects:

- the new opportunities for the sharing of regional, local and community resources that are opening up as the decentralisation of schools takes hold of many OECD Member countries;
- the need to provide a more seamless transition in the delivery of educational and community services as the drive for lifelong learning continues;
- the fact that there is a diverse history of integrated service provision in many OECD Member countries and that the idea needs to be continually reviewed to take account of new developments in society.

This report also draws on case studies that were presented at the conference by Finland, Italy, Japan, the Netherlands, Quebec, Sweden and the United Kingdom, all of which demonstrated the necessity of optimizing the use of buildings and facilities and making schools better integrated by promoting synergies not only with local communities but also with other services. The case studies provide a wealth of examples of solutions to the practical problems of integrating different services catering for the needs of both children and adults.

This report was prepared by John TOWNSHEND. It is published on the responsibility of the Secretary-General of the OECD. The views expressed in this publication do not necessarily represent those of the OECD.

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# INTRODUCTION

This report describes the development of integrated service provision, focusing particularly on the implications for local government authorities, planners and architects who have the responsibility of designing school sites which meet the new requirements.

Integrated service is understood here as the practice of integrating on one site some services which are usually provided separately. Experiments with the integration of adult education and community, as well as social and welfare services on school sites, have been carried out in several OECD countries in recent years. The rationale for these pilot policies has usually related to the need to co-ordinate services more effectively or to maximise the use of buildings and equipment.

As schools and educational facilities become more sophisticated and expensive, the demand for a wider access to them grows in local communities. Governments, concerned with improving efficiency, are reluctant to duplicate provision of costly facilities. In the pursuit of the goal of lifelong learning, some educational authorities also see virtue in promoting greater integration of adult education, community services and basic education facilities on a single site.

In October 1996, the Programme on Educational Building held a conference in Stockholm on this theme, entitled "Under One Roof."

This report draws on the proceedings of the conference and some of the case studies and papers presented at the conference are reproduced in Chapter 2. Chapter 1 sets out the policy background. The issues and themes which emerged during discussion of the case studies are presented in Chapter 3. The final chapter presents some provisional conclusions and draws from them a range of possible initiatives and recommendations for governments.

Many countries are decentralising the planning and administration of schools to local authorities or even to the governing boards of the schools themselves. As local communities become more involved in the provision of education, they also become more aware of the potential of schools as centres for a range of other services. In some cases, existing services which were separately provided have been brought under the same roof for economic reasons or for the convenience of the public. In other cases, new initiatives have been taken to meet local needs or emerging opportunities for the imaginative use of a valuable public resource.

The conference was held in Sweden where a radical decentralisation of educational decision-making from national to local authorities has been implemented over the last few years. The resulting increase in autonomy has

been seized on by some local authorities anxious to promote schools as a focus for regeneration of declining urban areas. In other areas, integration of services, such as child-care or sports and leisure activities, within school campuses has proved popular and the traditional "closed door" policy of schools towards local communities has begun to change.

Case studies from Finland, Italy, Japan, the Netherlands, Quebec, Sweden and the United Kingdom are presented in the second chapter. They demonstrate the universality of the objectives of more efficient use of buildings and facilities and closer integration of schools with their local communities and other services. The case studies provide a wealth of exemples of solutions to the pratical problems of integrating different services catering for adults as well as children. They also raise a number of issues concerning governance of community educational institutions and management of shared facilities. These issues are discussed in the third chapter along with some of the wider issues which emerged during discussions. These include the dangers of growing inequalities of provision between local communities if decentralisation is not compensated by some central mechanism for equalising resources.

Looking to the next century, the report challenges the assumption that the physical and organisational shape of schools can remain as originally designed for nineteenth-century societies. Schools are not primarily buildings but organisations and networks of relations and communications. The "virtual school", based on information technology, will permit new organisational forms which will be more flexible and open to society and to local community needs. They may also be the location for a new partnership between teachers, children, adult learners and social and commercial organisations.

However, if services are to be integrated "under one roof", then new forms of governance and accountability to local communities will also be required. The report includes examples of long-standing community college experience — from England and other countries — which suggest some ways forward.

It is clear that such developments will require support at central government level. OECD Member countries have committed themselves to policies promoting lifelong learning. However, it is equally clear that central governments are not the best agency for the implementation of lifelong learning which requires sensitivity to local needs and flexible, diverse responses. Local authorities have an important role in promoting imaginative and innovative approaches to emerging local needs and to promoting greater integration between social and educational services.

In some countries, control over education has been further devolved to the institutions themselves. Whether local authorities are the controlling bodies or have only a supportive function in educational matters, their role as catalysts for greater integration of services and links with the world of work will grow in importance. What is not yet clear is how the representation of the diversity of local participants in lifelong learning can be instituted in the governance of schools and other educational institutions.

# Chapter 1
# THE POLICY BACKGROUND

## OVERVIEW

This chapter presents some of the policy considerations which have led national and local governments to promote service integration on school sites and wider access to educational facilities.

Other recent OECD publications, notably *Successful Services for our Children and Families at Risk* (OECD, Paris, 1996) and *Co-operation between the School and the Family* (OECD, Paris, 1997) also describe policy developments which are relevant to this chapter. The first looks at the integration of services as a way to provide more effective, holistic, client-oriented and preventive support to families and to children who are at risk of failing in school and the transition to work.

The second looks at relationships between schools, families and communities in nine OECD Member countries. It notes "a wish — sometimes expressed by parents, and sometimes by policy makers — for schools to develop a more outward-looking stance, and for their walls to become, as it were, more permeable. The broad aim is that families, schools and the local community should work together in a partnership which is better understood and planned, and therefore more fruitful than in the past — but there are very wide variations in policy and practice among the nine countries in this study."

"Under one roof" focuses more specifically on the implications of the above mentioned policies for the planning, building, equipment and management of schools.

The case studies which are presented in Chapter 2 provide a remarkable range of innovative practice in integrating educational and other services on a single site in different contexts. The studies reveal the diversity of circumstances in which national governments and local authorities are led, for reasons of economy or efficiency, to promote experiments in integrating services.

It is also clear that in many countries there are moves to integrate some services, child care being the most common, into mainstream schools. But nowhere yet is there a national policy for full service integration, including basic education, under one roof.

Most of the case studies are taking place in unusual circumstances, in rural areas where a principal objective is to preserve a core of essential services in villages with declining populations, or as part of an attempt to revitalise decaying urban areas, for example. In these circumstances, the advantages are often clear-cut but the costs and benefits which would derive from extending a policy of integration to all schools have not been as clearly established.

It is not the intention of this report to argue for such a policy, since the balance of advantages and disadvantages needs first to be established through careful assessment of existing schemes and more extensive pilot studies. What follows is rather a review of the policy issues, together with some of the lessons gained from the experience of OECD Member countries which have been experimenting with the integration of services.

## LIFELONG LEARNING

The movement towards lifelong learning, which is the theme of OECD's current educational mandate, is a major influence in promoting greater integration of services.

Lifelong learning policies recognise that education is too important — for both individuals and society — to be confined to schools and to take place only during childhood and adolescence. The knowledge society requires an ever higher proportion of the population to reach standards of literacy and numeracy formerly reached only by a small elite and also to master information technology and other forms of communication.

Business and the professions as well as the traditional institutions of education are increasingly involved in training and research. Most of today's young people will go on re-educating themselves for the rest of their lives. Those societies with the highest proportions of educated young people are proving to be also the most economically dynamic. Emerging countries such as those of the Pacific Rim invest heavily in all forms of education and training which they see as a major factor in their continuing development.

However, not all adults are able to benefit from these developments. The danger is that an underclass will develop, composed of people who are unable to gain access to the knowledge and skills they need in order to function effectively in the information society and who therefore risk being excluded from its benefits. Social and economic exclusion is already a growing feature of many post-industrial societies and its human and economic costs — wasted human resources, poverty, crime, welfare dependency — increasingly dominate political debate in those countries most affected. Investment in forms of education which can reduce these effects is cost-effective in the long term for society but many young people as well as adults are unwilling or unable to participate in lifelong learning. The paper from the CEDC in England explores some of the factors which deter those most in need of lifelong learning from participating in it.

Lifelong learning, then, presents the danger of polarising society between its dynamic elements, who are constantly upgrading their skills and knowledge, and an excluded underclass. But it also presents governments with a challenge. The challenge is that the information society offers the opportunity to give such people a second chance if they can be given adequate foundations at school and drawn into local participation in further education and training.

Advances in information technology, together with the pioneering efforts of such institutions as the Open University and Open Colleges, have widened access to many hitherto closed areas of knowledge and professional skills. But a substantial minority of those who stand potentially to gain most from these new opportunities are unaware of them or not attracted to them. In many OECD Member countries there is a movement to return to basic skills, or to a core curriculum which focuses sharply on numeracy and literacy, in recognition of the fact that inability to master these skills constitutes the main barrier to adult participation in lifelong learning. At the same time there is a recognition that failure at school is most frequently the result of dysfunctional families, poverty, and the breakdown of social relationships in urban environments.

Schools alone cannot overcome these handicaps to learning. For the groups at risk of

exclusion, lifelong learning means rethinking the relationship between formal schooling and vocational training, creating pathways to the world of work and developing new partnerships between schools and other social and vocational organisations.

How to provide the physical facilities needed to make lifelong learning a reality for all their people is a pressing concern for OECD governments, as the introduction to the Japanese case study demonstrates. The Japanese Ministry of Education is currently implementing measures to diversify learning opportunities, including the expansion of access to school education, the establishment of new types of schools, and the opening of school functions and facilities to the public. Similar policies have been adopted in other countries.

In new communities, such as the one described in the Finnish case study, it is possible to build multi-purpose educational and community centres on green field sites. In many regions within OECD Member countries — decaying urban areas as well as remote rural regions — existing schools are currently the only institutions which can offer facilities for lifelong learning. Yet schools in their traditional form are not necessarily the best places to accommodate second chance or even extension programmes.

For a substantial minority of people, schools do not evoke happy memories and neither their physical nor their human resources are suited to adults. The provision of some adult education and training may best be offered in other environments and integration "under one roof" may be made unnecessary by virtual integration, the creation of networks of communication which enable access to school and college databases and other services from home or work or from another social centre.

Nevertheless, schools are well placed — because of their physical location within communities and their technological equipment and know-how — to overcome some of the barriers to access to training in new technology encountered by some sections of the population. They are not at present generally giving a high priority to carrying out such policies because this is not seen — by them or the authorities which control them — as an essential part of their mission.

What schools need — but do not in general have currently — is an active strategy for encouraging participation among the target adult groups. Closer partnership with other local services, including employer organisations and employment agencies, is a prerequisite for developing such a strategy which, once developed, may also have positive effects on the school's organisation and curriculum. National and local governments have a role in promoting lifelong learning strategies of this kind and in offering schools incentives to develop them.

## EFFICIENT USE OF RESOURCES

Governments and local authorities are faced with increasing demands for education — at pre-school, higher and adult education levels in particular — within a context of constraints on public spending. Expensive school facilities are often used by schools for only a few hours per day on weekdays and are sometimes unused during evenings, weekends and school holidays. Pressure to use these resources more efficiently to meet growing demands from other sources has been a natural policy response and the decentralisation of the construction and management of educational facilities (discussed below) has been one specific outcome.

In most OECD Member countries the birth rate declined sharply during the 1970s and 1980s, leaving many surplus school places. Using buildings and resources — and in some cases human resources — left under-used by schools suffering from falling school rolls for other educational or community purposes, is an attractive response to the problems of providing more services within a restricted budget. However, rigidities within the public sector sometimes make implementation of such

policies difficult. One strategy employed to enable efficiencies is to decentralise decisions on resource use to local authorities or schools themselves.

A more radical response is the Private Finance Initiative (PFI) in the UK which is discussed in one of the case studies. The PFI aims to "encourage private sector investment and management in public sector infrastructure projects, including school facilities." In effect, the PFI attempts to harness the profit motive to force greater flexibility in the design, finance, construction and use of educational facilities and to drive down the costs of construction and management to the public purse. It would "transform the public sector from being an owner of capital assets and direct provider of services, into a purchaser of services from the private sector who would then be responsible for owning and operating the capital asset and delivering the service. The public sector becomes an enabler concerned with service outputs rather than inputs."

In return for providing the accommodation, facilities and services necessary to support the school curriculum — for which he would be paid an annual fee — the contractor is able to use the facilities outside school hours to gain income from other sources. As yet there is little experience to draw on from the operation of the PFI in the school sector but it is an experiment which will be watched with interest by other OECD Member countries equally concerned to achieve more efficient use of public resources. For the moment, most other OECD Member countries are pursuing less radical policies which, however, have the same aim as UK policies: to meet increasing demands for services more effectively and more efficiently by making better use of school resources.

## INTEGRATION OF SERVICES

Those concerned with developing lifelong learning policies inevitably look to schools for help in implementation. At the same time, and for much the same reasons, schools themselves have begun to open up to the world around them. Some teachers recognise that schools no longer have the monopoly of information or qualifications and know that their pupils need to see the relevance of schooling to the world of work and to the community in which they live. Such schools actively seek partnerships in the local business and professional community and welcome support from parents and other adults.

Teachers' organisations are recognising the need for teachers to embrace change rather than see themselves as passive victims of technological and economic processes. A recent joint publication by the Swedish Teachers' Unions and the Association of Local Authorities, entitled *On the Threshold of the 21st Century* (Stockholm, 1996), sets out their willingness to engage with government and employers in developing a new strategic scenario of how schools will develop in the next century and signals their flexibility in negotiating new hours and conditions of work for teachers to make it possible. Similar developments in thinking are occurring in other countries.

Schools are also in the front line of the breakdown of some urban societies where many of their pupils come from dysfunctional families and have not encountered stable relationships or regularly employed adults. In these circumstances, schools are sometimes a refuge from an uncertain world.

But schools alone are often incapable of supplying the range of services that pupils from such backgrounds need. These schools would benefit from closer co-operation with other educational services and also social services, particularly those which deal with dysfunctional families.

A recent OECD publication states that "the involvement of the education authorities is giving a new impetus to the process of services integration."[1] Integration of services is of particular relevance in dealing with children at risk of failure, estimated to represent between 15 and 30 per cent of all children in OECD

Member countries, and their families. Evidence from educational research shows that children learn more effectively if their parents are also involved and participate in the educational process.

These considerations are not new. Henry Morris, whose ideas inspired the community college movement, wrote in 1926: "We should abolish the barriers which separate education from all those activities which make up adult living... It is the life the adult will lead, the working philosophy by which he will live, the politics of the community which he will serve in his maturity, that should be the main concern of education."

Similar concerns in the immediate post-war period led local authorities, architects and planners, school principals and local decision-makers in several countries to look at innovative solutions, particularly when new schools were being planned. They began to envisage schools as one element in a network of local services which could be mutually supportive. This was the perspective of the community college movement which developed especially strongly in some regions of England.[2]

The achievements of this movement are well documented but the experience remained confined to a limited number of local authorities. It would be useful — though outside of the scope of this report — to explore why the movement did not spread to more local authorities and why its aims were not espoused by the generality of mainstream schools.

More recently there has been a growth in provision of child care facilities and out-of-school recreational activities which are closer to the immediate practical concerns of parents. The absence of child care is a major factor in the decision of many parents as to whether to return to work. The increase in the number of working mothers, in particular, led to public concern about the safety and well-being of children outside school hours.

There has also been increasing concern about passivity among young children who spend far more time sitting in front of television sets or computers than previous generations. Local authorities, with the encouragement of central governments, have developed programmes to enable the use of school buildings for child care and sports facilities for recreational activities after school hours and at weekends. A survey carried out by PEB in 1993[3] found similar developments occurring in Europe and North America. Under full service integration in the United States, children's health facilities are also integrated into school sites.

The first concern of schools is the welfare of their pupils. The reaction of many teachers is to welcome community initiatives which help to motivate pupils or to offer solutions to their most intractable problems. Parental help in getting children to complete homework or business support for work experience schemes are examples of relatively unproblematic relations from the school point of view.

This perspective is not necessarily shared by other partners in the integration of services who may be primarily concerned with, for example, opening up the resources of the school for wider community use or for adult education. In this case the advantages for the school are less direct and the inconveniences, for example of insecurity or vandalism, potentially substantial. The case studies offer some ingenious solutions to the practical problems of accommodating adults and children on the same site.

One issue of paramount concern when integration is being mooted is the security of children, especially in the light of the Dunblane school massacre in Scotland, where an intruder killed sixteen children and a teacher. Similar events have occurred in other countries. Clearly, the security of young children is not easy to reconcile with easier access for adults to shared facilities.

But it is not impossible, as the Japanese case studies show. It presents architects and planners with a new and urgent problem, and one which may prove to have relevance for mainstream schools. Another concern is often voiced about the ownership and management

of equipment and facilities and the risk of vandalism. This is connected with a much bigger issue which concerns the responsibilities and conditions of work of teachers and other professionals who are required, as a result of the integration of services, to work more flexible hours or in changed circumstances. In some countries, differences in conditions of work and traditional practices between professional groups have proved to be a main obstacle to effective integration.

## DECENTRALISATION

The movement towards integrating educational and social facilities on a single site is closely linked with the process of decentralisation of educational responsibilities from national to local level. This is not surprising since it is in those countries which have the longest tradition of decentralised control of education that the community school or college approach is most frequently encountered. Local decision-makers are more likely to be sensitive to community demands and able to respond appropriately to the particular needs of their own locality.

As noted in the Dutch paper presented at the conference, "The fundamental assumption of the (Decentralisation) Act is that local municipalities have greater insight into local accommodation supply and demand, not just for education purposes but also for other social facilities for which the municipalities are responsible, such as child care and social and cultural facilities." As the majority of OECD Member countries move to decentralise administrative and financial management from their formerly all-powerful Ministries of Education, greater diversity of local provision is occurring.

Diversity is a healthy phenomenon insofar as it corresponds with responsiveness to community needs and innovative approaches to satisfying those needs.

However, as some of the most decentralised countries have discovered from international studies of educational performance, diversity of provision sometimes produces an unacceptably large diversity of educational outcomes. Involving people in educational processes and institutions is easier in some communities than in others. In some areas, particularly where there is a lack of associative social networks as is the case in many of the poorer urban areas, the schools and other social services are expected to act as dynamic elements compensating for the poverty of the community.

In the wealthier suburbs, schools are able to draw on existing community networks for financial support and parental participation, thus widening the gap in the quality of educational provision between communities. This risk is frankly recognised in the Dutch paper: "Another fear was that great differences would develop between municipalities in the allocation of facilities. After all, one municipality may be richer than another, or might allocate more money to education."

It is possible to combine the advantages of centralised and decentralised systems. In Sweden, which has moved from a highly centralised educational system to one where local authorities have a relatively strong role, there is an awareness of the need to retain sufficient central mechanisms to compensate for differences in the capacities of local communities to support their schools.

In some countries, decentralisation has been taken further. In New Zealand and in the United Kingdom, local authorities have been largely stripped of control of schools which have become, to varying degrees, autonomous institutions. There is no reason why autonomous schools should not forge strong links with their local communities and many do. In the UK, market solutions are being sought to drive the more efficient use of school buildings, especially with the Private Finance Initiative (PFI) described in Chapter 2.

Evidence from the CEDC shows that 96 per cent of British secondary schools and 60 per cent of primary schools are already used for

community sporting activities and 34 per cent have purpose-built or enhanced facilities for the local community.[4] However, the market which schools can cater for and the degree of entrepreneurship they can generate within their staff vary widely. There is a danger of duplicating within local communities the inequality of provision between localities which has been such a feature of decentralised systems.

One constraint on the development of closer community ties relates to the mission and governance of schools. If governments and local authorities are serious about lifelong learning they need to build these aspirations into the mission given to the governing bodies of schools. They should also look at the way in which the local community is represented on the governing bodies.

The integration of services "under one roof" implies an integrated management but this is sometimes resisted by school principals and managers who are held accountable almost exclusively for the educational performance of their pupils, not for their contribution to lifelong learning or community activities.

## CONSULTATION

The nature of the community within which the school is embedded has changed radically in most urbanised societies. Most major cities in OECD countries are multi-ethnic communities, though to varying degrees. There is a particular incentive to schools which serve such communities to reach out to the ethnic groups whose children are their pupils, often speaking different languages and holding different cultural and religious values from those of the host country. In these circumstances, the integration of services is mutually beneficial for all involved.

The educational performance of pupils is improved by the participation of parents in schools which enables them to better understand the school's objectives and thus to support their children's efforts. Teachers are made more aware of the background of their pupils and are able to draw on other educational and social services in meeting their needs. The parents and other community leaders are drawn into participation in community activities which strengthen democratic procedures and values.

This growing local diversity has been one of the factors for decentralisation. In Sweden, where 25 per cent of pupils are now of non-Swedish origin, the new social role which schools are now being called upon to play is acknowledged by the Ministry of Education but is devolved largely to local authorities to manage. The issue of how to build responsibility for this new role into schools' official aims and how to reflect it in accountability and governance procedures is unresolved in most countries. This difficulty can be compounded in countries such as France where it could be argued that too many levels of regional and local government are involved in educational provision and control.

The case studies include some inspiring examples of effective use of their new powers by local authorities which are intent on regenerating their communities. In Gothenburg, Sweden, a city badly affected by the decline of shipbuilding, the local authority seized the opportunity to plan a new school in the former dock area as a central feature of a new community in which lifelong learning was seen as a means of reviving employment and social structures.

Similar considerations motivated the local and religious authorities in Quebec City who were faced with the closure of inner city schools as a consequence of falling birth rates and urban flight to the outer suburbs. This scheme aimed at "anchoring" a declining community around a new complex in which the school would be embedded in a network of social and commercial services and housing.

However, if schools in depopulating urban or rural areas are required to act as regenerative foci for their communities without neglecting their traditional role, it is essential that

they be given the resources to meet these twin challenges. As the example of Quebec City shows, this is possible even in a decentralised system if local authorities combine effectively with other agencies — in this case the Catholic School Board — to promote a solution to a specific problem.

Substantial savings can be achieved by joint use of facilities such as libraries and sports halls, and these savings justify higher specifications in building and furnishing. There may be ongoing costs, for example it is important not to assume that teachers will be able to take on extra social responsibilities in addition to their traditional role which may in any case be more onerous than in traditional suburban or small town environments.

Consultation with all those affected by such developments is a prerequisite for success and the architect should be able to listen to the potential users of the buildings at the earliest possible stage. At Gothenburg, potential users of expensive specialist facilities such as the institute for robotics were asked to commit themselves in advance to an estimate of how many hours they would use them. Contracts were drawn up with industrialists, adult education, schools and the university with the aim of using the expensive facilities for 65 hours per week.

It is essential, if schools are to play their full part in such schemes, that an educational perspective should also inform the early planning. In France, school principals are now appointed one year in advance of the opening of new schools so that they can intervene in planning and architectural decisions. Good examples of comprehensive forward planning of this kind are presented in the Finnish case studies.

While the financial and planning problems involved in integrating a new school into a community development aimed at regenerating an urban district can be overcome, as the Quebec example and others demonstrate, it remains to be seen whether such developments also promote strictly educational purposes. This remains the chief obstacle to generalising such schemes on a wider scale.

In mainstream schools, teachers are held to account in an increasingly public way for the educational outcomes of their teaching. In such circumstances, their involvement in community programmes or even out-of-school activities for their own pupils can be seen as distractions if pupils' educational performances — as judged by the narrow criteria currently employed — do not come up to expectations.

Unless schools are given a wider mission against which their performance is judged, most are unlikely to seek greater community involvement except on their own terms. The issue of how the enhanced role of schools in the community and in lifelong learning can be reflected in their governance, financing and management is a pressing one. Consultation about the integration of services should not neglect those most centrally concerned, the schools and their teachers.

# Chapter 2

# THE NATIONAL CASE STUDIES

The case studies presented here have been edited from the conference presentations. They come from the North and South of Europe, Canada and Japan. The seven case studies covered the key aspects of integrated service provision "under one roof" from all perspectives, but each with a unique cultural bias. Each of the case studies touches on the themes identified in the last chapter: lifelong learning; efficient use of resources; integration of services; decentralisation; and consultation. However, they differ in the importance given to these themes. The motivating theme in Sweden, for example, was decentralisation, whereas in Japan it was lifelong learning.

The case studies are, in effect, precursors of the "thematic reviews" of the OECD Education Division, with each providing a comparative position on integrated services.

## JAPAN

### The need to build a lifelong learning society

To build an enriching and dynamic society as we move toward the 21st century, Japan has identified a lifelong learning society in which people have the freedom to select learning opportunities at any time in their lives and in which such learning achievements are properly evaluated. The following social factors have made the development of such a social environment important:

- *The harmful effects of a society preoccupied with academic credentials* — to remedy the harmful effects of this preoccupation it is necessary to build a society in which there is proper evaluation of learning achievements throughout an individual's life;
- *Increasing demand for learning as society matures* — rising income levels, expanding leisure time, the growth of the aged population and other factors are resulting in the "maturation" of society. This is reflected in increasing demand for learning as a means of achieving richness of spirit and a sense of purpose in life;
- *The need for learning to cope with social and economic change* — people need to acquire new knowledge and skills continuously if they are to keep pace with change, including the advance of science and technology, the shift to an information-oriented society, internationalisation and changes in the industrial structure.

Learning is not limited to purposeful and organised learning activities in the context of

school education or social education. It also occurs through sports, cultural activities, hobbies, recreation and volunteer activities. There are many forums for these activities, including elementary and secondary schools, institutions of higher education, citizens' public halls, libraries, museums, cultural facilities, sports facilities, culture centres and corporations.

As part of its efforts to promote diverse learning activities on an integrated basis and build a lifelong learning society, the Ministry of Education, Science and Culture is encouraging school education, social education, culture, sports and other activities and is promoting lifelong learning in ways that encompass all these activities.

Specific policies for this purpose include the stimulation of demand for learning, the provision of learning opportunities, and the promotion of proper evaluation of learning achievements.

### *Stimulating demand for learning*

#### *Fostering self-education ability*

Motivating people to continue learning activities throughout their lives to help them develop the attitudes needed to sustain those activities are vital to the encouragement of lifelong learning. It is especially important to foster these attitudes during the stage of basic education. This requires the provision of school education that enables children to experience the joy of learning and of discovering new knowledge. It was for this reason that willingness to learn independently and the ability to cope positively with social change were identified as fundamental policy directions in the revised Courses of Study which have been implemented progressively since fiscal year 1992.

#### *Providing learning information and enhancing advisory services*

One reason why people are unable to participate in learning activities is a lack of information about learning opportunities. The improvement of systems to provide people in local communities with learning information and respond to inquiries about learning activities, including content and methods, is therefore an important priority. The methods available for this purpose include the use of computers and other information equipment. The Ministry is responding to this need by enhancing systems for the provision of learning information and advice, including subsidies for projects aimed at developing systems for the provision of information for lifelong learning activities implemented by prefectural governments.

### *Providing learning opportunities*

#### *The importance of diverse learning opportunities*

The provision of learning opportunities that reflect people's needs is vital to their expansion and enhancement. A wide variety is available in Japan today, but there is a need for continued efforts to enhance and stimulate them. The Ministry and boards of education are therefore working to provide diverse learning opportunities in such fields as school education, social education, culture and sports.

Other administrative agencies and private-sector education enterprises also provide a variety of learning opportunities. Prefectural governors' offices and public-safety commissions provide various learning opportunities that reflect their administrative objectives. Private-sector education enterprises, including foundations, incorporated associations, and business corporations are also actively involved in a variety of activities, especially in urban areas. Culture centres, for example, which are social education ventures operated as private-sector profit-making enterprises, use the characteristics of individual companies to provide learning opportunities based on a flexible response to demand for learning. Companies also provide various types of training and education for their employees.

*The role of schools in lifelong learning*

Schools, from elementary schools to institutions of higher education, play a key role in the following three aspects of lifelong learning.

- First, school education is itself an important channel for learning activities. Lifelong learning is sometimes defined as out-of-school learning, but in reality school education plays an extremely important part in lifelong learning.
- Second, school education lays the foundation for lifelong learning activities. To encourage people to continue learning throughout their lives, it is necessary to emphasise the basics and give full scope to individuality at the school education level and to foster willingness to learn independently and the ability to cope positively with social change (self-education ability).
- Third, expanding access to school education and implementing social education programmes provide learning opportunities to a wider range of people, including workers, homemakers and the elderly.

The Ministry is implementing a number of measures at the school education level to provide diverse learning opportunities, including (1) the expansion of access to school education, (2) the establishment of new types of schools, and (3) the opening of school functions and facilities to the public.

### *Evaluating learning achievements and building a lifelong learning society*

The building of a lifelong learning society requires not only promotion of learning activities but also rectification of the present excessive emphasis on academic credentials when evaluating people so that proper recognition can be given to learning achievements. The Ministry is implementing a number of measures to promote the appropriate evaluation of learning achievements. Since fiscal year 1993 it has also been conducting research and surveys on the evaluation of out-of-school learning achievements.

### *Lifelong learning facilities*

*National subsidy of lifelong learning facilities*

The expenditures for the construction of social education facilities should be paid primarily by the users of the facilities. However, with a view to promoting the action of social education, the national government gives subsidies to local governments for the construction of social education facilities (citizen's public halls, public libraries, public museums, etc.). Amounts of subsidies are decided according to the contents and scale of the facilities.

*Effective use of school buildings for lifelong learning*

In Japan, school buildings are used as lifelong learning facilities to provide:

- *Access to school facilities* — for many years there has been an active policy of making school facilities available to the community. In fiscal year 1994, 93.6 per cent of elementary schools, 88.7 per cent of lower-secondary schools, and 65.1 per cent of upper-secondary schools made their facilities available in some way. Most of the facilities offered at present are for use in physical education, but it is anticipated that other types of facilities, such as special classrooms, libraries and kitchens will be made increasingly available in the future;
- *Conversion of surplus classrooms* — the number of surplus classrooms is increasing because of the decline in student numbers. Utilising these spaces for learning activities of community residents by converting them into facilities for social education, sports, and cultural activities is extremely valuable from the viewpoint of promoting lifelong learning. In April 1993 the Ministry formulated the Guidelines for Surplus Classroom Utilisation to highlight the importance of conversion, offer specific examples of conversion programmes

and provide guidance on aspects of management and operation that require special care. Local governments were notified of these guidelines;

- *Facility development with a view to community utilisation* — to enable schools to serve as centres for community learning activities as well, it is necessary to take this function into account at the facility development stage. In its Guidelines for Upgrading School Facilities, the Ministry stipulates approaches to facility development that provide for utilisation for community learning activities. The Ministry also provides subsidies for the development of facilities, such as clubhouses, to promote community utilisation of school facilities.

***Schools to make their facilities available to the community (as of May 1993)***

| Elementary schools | Lower-secondary schools | Upper-secondary schools |
|---|---|---|
| 22 837 (93.6%) | 9 377 (88.7%) | 2 641 (65.1%) |

***Facilities made available to the community (as of May 1993)***

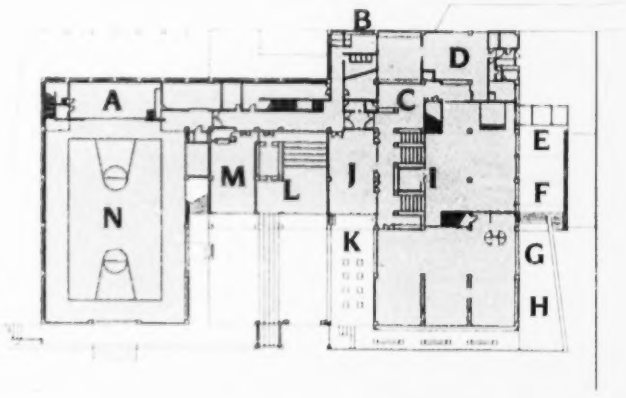
| Type of facilities | Elementary schools | Lower-secondary schools | Upper-secondary schools |
|---|---|---|---|
| Gymnasiums | 88.3% | 93.1% | 37.5% |
| Playgrounds | 84.7% | 76.5% | 50.4% |
| Special classrooms | 19.6% | 17.9% | 20.4% |
| Swimming pools | 22.9% | 13.9% | 2.8% |

## Facilities for lifelong learning

***Citizen's public halls, libraries and museums (as of May 1995)***

| Citizen's public halls | Libraries | Museums |
|---|---|---|
| 17 562 | 2 172 | 861 |

The Nakasato Elementary School




Basement plan

A. Stage
B. Areaway
C. Computer room
D. Kitchen
E. Multipurpose hall
F. Teachers' station
G. Open space
H. Classroom
I. Book room
J. Arts and crafts room
K. Plaza
L. Music room
M. Science room
N. Gym



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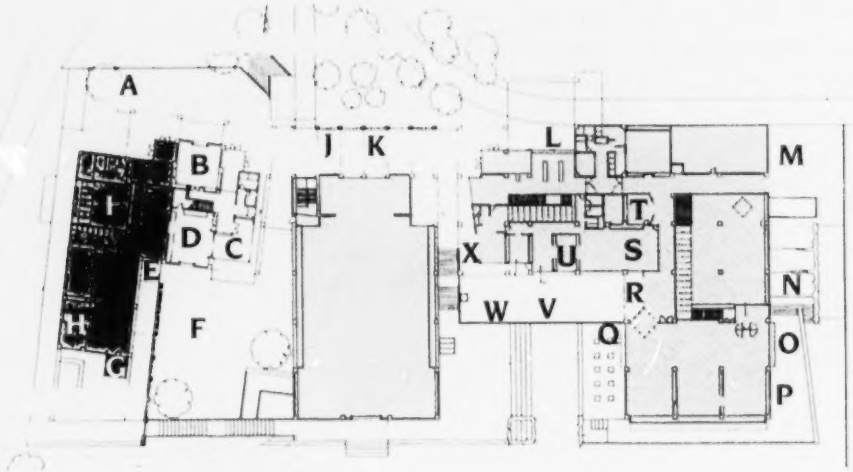
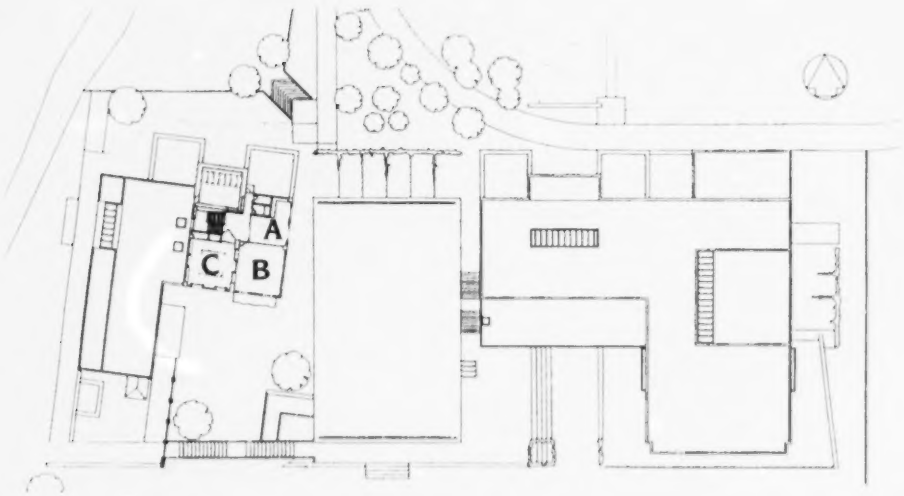



Ground floor plan




First floor plan

Ground floor plan

A. Entrance (kindergarten)
B. Library
C. Office
D. Kitchen
E. Teachers' room
F. Playground
G. Den
H. Nursery classroom
I. Playroom
J. Entrance (community centre)
K. Entrance (elementary centre)
L. Entrance hall
M. International co-operation corner
N. Teachers' station
O. Open space
P. Classroom
Q. Den
R. Work space
S. Teachers' lounge
T. Studio
U. Principal's office
V. Ed-kit room
W. Terrace
X. Teachers' lounge
Y. Health room

First floor plan

A. Atelier
B. Terrace
C. Meeting room



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## SWEDEN

### The sharing of facilities

In Sweden the school system has been decentralised in stages to the local level. Today the local authorities are responsible for running the educational activities of all types of schools and for school premises. The nine-year compulsory school and the upper-secondary school have both been the subject of recent reforms. These reforms have led to new requirements and wishes where the design of school buildings is concerned. Some local authorities have already adapted their school buildings to meet the new requirements.

#### *School buildings for the reformed compulsory school*

The new curriculum for the nine-year compulsory school provides the opportunity to shape and organise the school locally, not least due to the disappearance of the former division of the school into three separate levels. In many local authorities the new curriculum has given rise to discussions on changes to the organisation of the school and, in connection with this, to questions relating to the planning of school buildings.

Today examples can already be seen of how both educational activities and buildings can contribute effectively to the development of a school, and of the positive effects which can be achieved, for example in the form of pedagogical gains. Often the physical limitations, in the form of existing buildings, govern what can be done without too extensive investments in conversions and extensions. Each unit is unique and one and the same solution cannot therefore be applied to different units.

#### *Ölycke School — Child welfare and education*

*Background*

Ölycke School was originally a school for 165 pupils, in grades 1 to 6, who were housed in "pavilion-like" premises built during the 1970s. In addition to these premises, there was a sports hall, which had been built in 1970, as well as two older buildings, one of which housed the neighbourhood council library, and the other a children's leisure centre and a youth recreation centre. It became necessary to extend the school to accommodate grades 1 to 9, and to integrate pre-schooling activities for six-year-old children with the children's leisure centre activities, as well as to incorporate other municipal activities in Löberöd.

*Solution*

In collaboration with the Malmö architect, Mats Matsson, the school buildings were designed to suit a new way of working. The basic thinking was taken from the publication "School 2000", but it was decided to design the new school to suit the culture of the school itself.

A key criteria was for the pupils and staff to have a pleasant and stimulating working environment, which would provide the possibility of having their own classrooms. The pedagogic concept was to integrate the age groups in grades 1 to 3 and 4 to 6, as well as to invest the school's financial resources in forming small classes (17-20 pupils in each class) in order to comply with the aims of the National Curriculum, i.e. to attend to the needs of all children in a way that allowed each child to work to the best of his/her ability.

Today, pre-schooling for six-year-old children is conducted in the same building as grades 1 to 3. These premises also accommodate the children's leisure centre. Recreation instructors work with the nursery-school teachers, as well as the other teachers to ensure that the children receive the best possible care and attention. Pupils in grades 7 to 9 also work in small groups in permanent, "home", classrooms. However, as there are also pupils from two other school units, these classes are, for the most part, divided into homogenous age groups.

Staff and students work with modern tech-

nology, which means that there is a computer in every classroom with access to the Internet. The neighbourhood council library also serves as the school library, and the youth recreation centre serves as a rest room for older pupils during school hours.

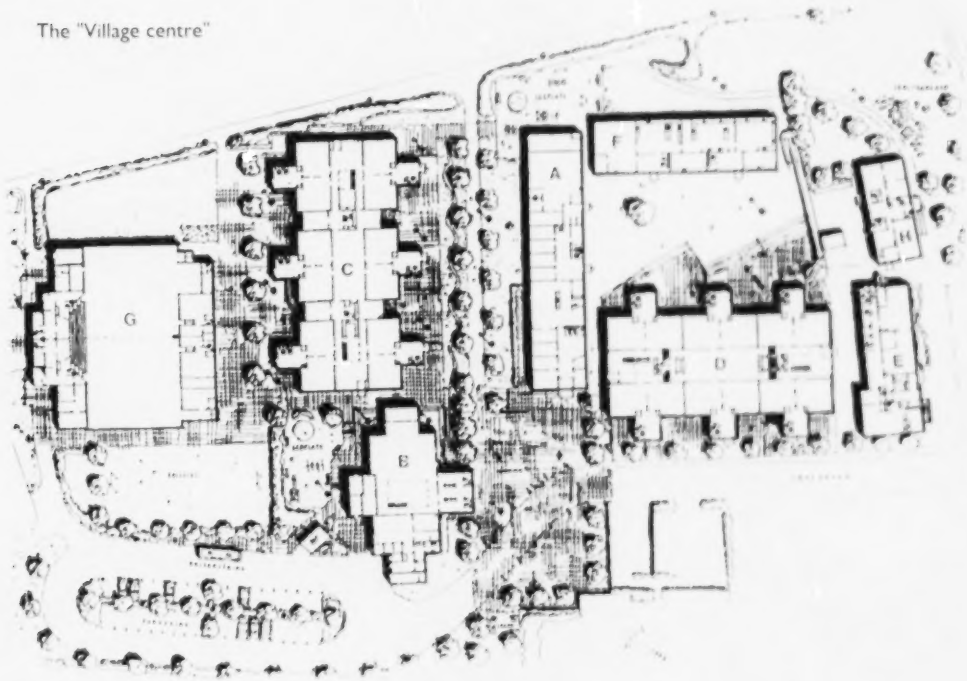
The school is built of natural material, and is light and spacious. It has 29 basic work-rooms of 50 square metres each. The rooms are built in pairs, with a common cloakroom, and it is possible to open most of the wall dividing the rooms to obtain a larger work area. Common areas for study are located in the centre of the school building, and this provides pupils with possibilities for individual as well as group studies. The refectory is spacious and attractive, and is also used as a music and assembly hall.

Olycke school

*Olycke School's exterior is unpretentious in its use of natural material*

In order to create a school where the architecture and activities unite, work on Olycke

The "Village centre"




A. Administration, carpentry
B. Refectory, music
C. Pre-school, child care, basic work-rooms
D. Basic work-rooms
E. Basic work-rooms, art, leisure centre
F. Natural science, textile crafts, domestic science
G. Gymnastics departement
H. Library

School was based on the pedagogic concept of eliminating the old boundaries between new school buildings. Bridges on laminated wood uprights project out in front of large glazed window sections. Pupils and teachers should be able to sit there in a relaxed atmosphere. The architect, Ann-Sofi Paulsson, who worked on the interior design, wanted to create an atmosphere that could be likened to "something between a public and a home environment".

*At Ölycke School, child care, recreation and culture combine to form the "Village Centre" of Löberöd*

Pedestrian walkways traverse the school area. The recreation room also serves as a large study and games room. Lightweight chairs and tables, and storage furniture on wheels allow for the greatest possible flexibility.

In order to minimise the number of corridors, the basic workrooms all have their own entrances to the courtyard. If one walks in the opposite direction, one enters the heart of the school with its large recreation room. The pupils' lockers are on wheels. Lightweight, flexible furniture provide each workroom with its own character. Rag-rugs and a soft sofa, standing in one corner, provide a homely atmosphere. As is the case throughout the school, the architects have designed this area with full ceiling height in order to allow the free flow of light and air.

The large glazed sections allow light to flow into the school's middle section — the pairs of basic workrooms are situated along the sides. It was decided at an early stage to limit the number of building materials and colours, and to create a clean, simple building which would provide the children and teachers with the opportunity of designing their "own interiors".

**Navet Örebro — *The idea of creating a "community school"***

*Background*

In 1989, Örebro Town Council assigned the Municipal District Committee of Almby-Norrbyås the task of planning the public services for a new housing estate to be built on the site, Ladugårdsängen. The project "Living and Working in Ladugårdsängen" was carried out from 1989 to 1992. The planning and designing of the estate received a great deal of publicity as it was being built in conjunction with the housing expo, "Bo 92". A number of contractors were involved in developing the estate, with the result that no two buildings are alike. The common requirement, however, was to use material which was "pro-health", and that ecological values should take priority when planning the surroundings.

The project "Living and working in Ladugårdsänagen" was divided into four divisions:

- "Growing up in Ladugårdsängen", which was responsible for services in respect of children from 0-16;
- "Living and growing old in Ladugårdsängen", which was responsible for services and housing for the aged;
- "The active Ladugårdsängen", which worked with recreational and cultural issues;
- "Meeting the requirements of all the people living in Ladugårdsängen", which handled social and housing issues.

The divisions were made up of civil servants from various levels within the municipal administration. All planning was based on a number of common values, e.g. "human beings are active and creative", "all activities should be characterised by co-operation, flexibility and integration", and the importance of "a democratic regard for the individual, based on user influence, developed on a small scale, decentralised organisation".

The idea of creating a "community school" was favoured. The group worked closely with the architect in designing a suitable and aesthetically attractive building, which would be a hive of activity.

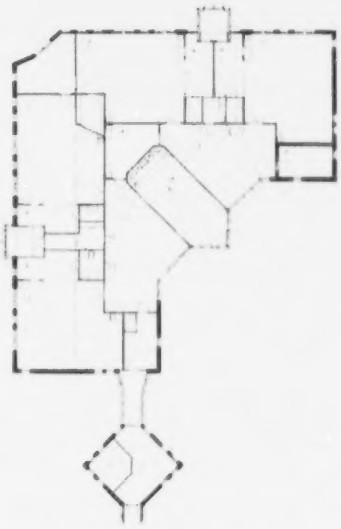
A competition to find a name for the building was held and "NAVET", which translated means "The Hub", won. The symbolism is not

Navet Orebro school

only clear, it also fires the imagination. Navet is meant to be a resource for the suburb and, in addition to permanent classrooms and special halls, it houses a restaurant, small library, café for young people, sports centre, ceramics workshop, photo lab, music and assembly hall, as well as a health care centre for children and clinic for school pupils. The Youth Project Team, which consists of social welfare officers, field workers and recreation leaders, is also stationed there. Various organisations co-operate in carrying out a number of activities in the afternoons and evenings. Pre-schooling for six-year-olds, and recreational activities for children from the age of 6 to 9 are carried out by a work team for the younger children.

*Organisation*

Navet opened for the Autumn term of 1992 with 10 classes. When fully occupied the school will accommodate 16 classes. At the time of writing, there are 4 classes of children from 6 to 9 years of age; 3 classes of children from 10 to 12 years of age, and 8 classes of children from 13 to 15 years of age. The staff is divided into seven work teams. Pre-schooling for six-year-old children and care for school pupils are integrated. Children in the 6 to 12 age group live in Ladugårdsängen. Some of the pupils in the 13 to 15 age group commute to Navet from the neighbouring suburbs of Eklunda and Sörbyängen. Some of the staff are people who were in the project from the beginning, while others have been attracted



Map of Navet Orebro school

to the school because of the fundamental concept of the project and the favourable publicity Navet has received.

The visions of the original project live on. It is stimulating to work in an environment where the school is not divorced from reality, where young people do not only meet school teachers, but also sports leaders, study-circle leaders, the parents of infants, priests, the restaurant's lunch patrons or, on occasion, actors and musicians making a radio programme in the assembly hall.

*Activity pedagogy based on health and environment*

It has not been necessary to use time and energy in developing a school culture, as the school community has worked according to the intentions contained in the curriculum, Lpo 94, from the start. Staff concentrate their efforts on achieving an entirety and coherence in child care and developing pupils' proficiency. The fundamental values applied by Navet are very much in keeping with those set out in the publication, "Schools for Education", and Lpo 94.

The school adopts an environmental approach towards education, and health and environ-

ment characterise fundamental values. Navet's educational activities are based on its fundamental values and meet each child on his/her level of maturity. A child's own activities are considered to be the most important part of the learning process. By means of sandwiching theory with practical assignments, children seek and absorb a comprehensive knowledge of subjects which are often interrelated.

Work should be characterised by a functional concept of proficiency, which constitutes that knowledge should be comprehensible, meaningful and practicable. Activity pedagogy is characterised by pupil influence, parental influence, subject integration, investigative work, age mixing and individualisation.

*Pupil influence*

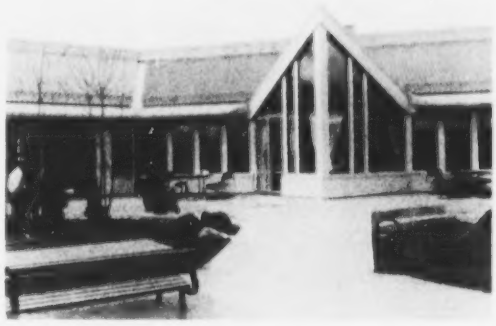
A high degree of pupil influence is required for activity pedagogy to succeed. This influence should permeate the pupils' own assimilation of knowledge, and the internal workings of the school.

*Parental influence*

Another prerequisite is that school policy and parents' expectations are formulated in dialogue. Navet's staff put a great deal of effort into establishing each pupil's prospects, and it goes without saying that this requires the full co-operation of the parents. There is a focus on strengthening the local democratic process within the community, and to this end staff work together with parents in developing an effective school council.

*Integrated curriculum*

The school works with comprehensive objectives, in which there is the opportunity to use models, patterns, structures and forms which can be applied to new situations. It is believed that, in order to attain an understanding and intimate knowledge of facts and skills, it is necessary that informative, communicative and creative school subjects interrelate and have a common goal.



Navet Orebro school - courtyard

*Investigative working methods — learning by solving problems*

It is essential that pupils have access to sources of information and information technology has become an important tool in this respect. Navet's IT activities are centred around a personal computer network. The PC network model was a deliberate choice, as it is an integral part of investigative working methods. The PCs are located in active educational environments, and are linked to a base station or "server". All users have simultaneous access to the programmes/software in the server, and fibre optic cables allow for communication with people living in Ladugårdsängen. Pupils have continual access to the PCs during school hours. Each classroom has at least one computer, and there is also a smaller training facility for group tuition. The staff room and the administrative office are also equipped with computers. All the equipment is relatively modern. There is a link to the Internet, and there are also CD ROMS.

*Mixing pupils of different ages*

In order to meet the pupils on their respective psychological and physical levels of development, they are divided into mixed age groups during most of the hours they spend at school. Primary and intermediate classes are mixed and it is believed that mixing age groups, at this stage in a child's development, fills a social function. The work team decides which subjects are better suited to teach to

classes consisting of homogeneous age groups.

Older children, in grades 7-9, are divided into classes consisting of homogenous age groups. The reason for this is that psychological maturity speeds up during puberty, and the divide between a 13 year-old and a 15 year-old is too great to allow for constructive social interplay. The work team decides when it is suitable to mix age groups, e.g. certain subjects demanding practical skills, language tuition, theme weeks and subjects pupils choose themselves.

***Enback School, Tensta, Stockholm***

*Background*

The Enback School was started in 1968 as a temporary arrangement and at that time it was the first school at Tensta. The school was rebuilt in 1993 as the most modern in Stockholm. It is a junior and intermediate level school with an integrated after-school recreation centre and preparatory classes for six-year-olds. There are nearly 380 pupils, 75 per cent of whom are not Swedish. There are thirty-eight nationalities represented and twenty-two languages spoken. The Enback School's main goal is to convey to the pupils sound knowledge and skills in a positive, friendly and creative environment.

*Knowledge — responsibility — development — co-operation*

This implies that the school invests a lot in Swedish, positive meetings of cultures and a high standard of teaching. Increasing interest from pupils and parents is an additional positive factor. The school's all-embracing goal permeates all activities and it is reflected in plans for working, organisation, rule-systems and evaluations. Clear rules and a staff with years of experience create security for pupils and parents. It is a modern school with ample resources to take care of the pupils.

*Organisation*

The new Enback school can accommodate 17 classes. Teaching is in mixed-age groups in all classes at the lower and intermediate levels of the compulsory school. The school is built for total integration between the school and the children's day-care services. For the lower level of the compulsory school the building has been given four integrated day recreation centres as well as two lower level classes for students who have not been enrolled at a day recreation centre. For all intermediate level students open day-time recreation activities are arranged at the school. These facilities shall also be used as a youth centre for the same students in the evenings. There is a big demand for sports centres in the area and the surface area for these centres has been increased by 56 $m^2$ to 216 $m^2$.

The site is small. This has made it necessary to make the school as compact as possible and to build it on two floors. To enable all rooms to receive daylight there is an inner courtyard. By covering this with a roof it is possible to utilise the area more efficiently. It is used as an area in which students can spend their breaks as well as for the open intermediate level activities. The site of the school is so small that the area allocated for outdoor activities falls short of standard norms. The need for a courtyard and to be able to use it flexibly is therefore great. In the evenings the courtyard can be used as a youth centre.

The compact structure of the school and the intensive use of the building where passages and corridors etc., can be furnished and used for school activities have resulted in a situation in which the fire brigade has stipulated that a sprinkler system be installed throughout the entire school.

## QUEBEC

### Partnerships in sharing

***From the principle of concerted action to a model of intervention: a solution for managing educational and social facilities***

In Quebec, municipal governments and school boards are increasingly joining forces with local communities to tackle the problems

that stem from today's urban society and population patterns. Until very recently, none of these local authorities had gone any farther than sharing the use of facilities under their care. Today, however, as resources become less plentiful, and in some cases scarce, communities are teaming up to forge new mechanisms for co-operation and shared exploitation of jointly designed facilities.

This case study traces the history of a partnership between the City of Quebec and the *Commission des écoles catholiques de Québec* (Quebec Catholic School Board-CECQ). It describes the nature of that partnership and discusses the various objectives it has been able to reconcile, and includes two examples of actual partnerships between educational and municipal authorities. The first focuses on a CECQ project to renovate a neighbourhood school in conjunction with urban renewal in downtown Quebec. The second deals with the Charlesbourg School Board's addition of a primary school to a multi-purpose community centre on the outskirts of Quebec City.

***Context***

Quebec City lies at the heart of a large region of 650 000 people. Its population of 170 000 is split between two geographical entities: inner-city neighbourhoods and outlying districts. Over the past twenty years the City of Quebec has seen its population decline from 187 800 inhabitants in 1971 to 167 725 in 1991, an average loss of a thousand people per year. Until the early 1980s, the population drain was primarily an inner-city phenomenon.

Twenty years ago the Quebec Catholic School Board (CECQ) had some 33 000 students; today that figure is barely over 10 000, with enrolments expected to drop by a further 300 per year between now and the year 2000. The main reason for this is a migration of the population from the inner city to the expanding suburbs, although it is also tied to a persistent decline in birth rates throughout Quebec province.

CECQ is publicly funded in proportion to its number of students. In order to cope with shrinking enrolments, and consequently funding, the board has had to make cost-cutting decisions which have forced it to consolidate enrolments and even to shut down schools. In all, some fifteen educational establishments have been closed since 1982. It should be noted that a number of those schools were turned over to the City of Quebec for conversion to homes for the elderly or low-income individuals.

***A partnership between municipal and educational authorities***

In the early 1990s, the City of Quebec and CECQ joined forces to find ways of keeping schools open. They asked the provincial Social Affairs Council to take part, and the three of them formed the so-called "Des Rosiers Commission" on the maintenance of institutions and measures to repopulate inner-city neighbourhoods.

In the wake of public hearings in the Autumn of 1991 and Winter of 1992, the commission produced a report that formulated twelve recommendations to maintain institutions and repopulate downtown Quebec. While there had already been specific agreements between the city and CECQ for the management of cultural, sporting and community facilities, the creation of the Des Rosiers Commission was in a sense what triggered the search for ways to keep schools open and tailor them to the prevailing urban environment.

Each year, this partnership evolved and became stronger. Today its concerns transcend agreements to manage facilities, as the new partnership is reflected more in joint actions to help preserve neighbourhood schools. This concerted action between the municipality and educational authorities has spawned a number of broad-based committees made up of representatives of both the community at large (social and economic groups) and local, regional and provincial governments. Among their most noteworthy accomplishments are:

- The Multiparty Committee (1992)

  The Multiparty Committee on the primary

school system has carried out extensive studies on the problems arising from today's urban environment. Contacts between participants have pointed the way to possible solutions for how to manage and maintain educational facilities: multiprogramme classes; management of underutilised space; intensification of consultations; association with community bodies (parents' committees, citizens' committees, community social groups, etc.).

- The Ministry of Education's participation in neighbourhood renewal (1995)

  The Catholic School Board and the City of Quebec pooled their efforts to persuade the provincial Ministry of Education (MEQ) to take part in a programme to renew inner-city neighbourhoods. Their proposal was that MEQ grant CECQ additional resources with which to establish an administrative framework better suited to the prevailing urban environment.

- The Tripartite Committee (1995)

  As a follow-up to the above proposal, the Ministry of Education set up the Tripartite Committee on the small schools of downtown Quebec, with a view to keeping primary education in inner-city schools. The Committee's work prompted the city to formulate a proposal to encourage community social organisations to relocate and consolidate, using the premises of CECQ primary schools that were no longer needed. Initially characterised by innovative forms of consultation inspired by the Des Rosiers Commission and the *Comité de gestion d'équipements*, the City of Quebec's partnership with CECQ has unleashed an activism grounded in solidarity and harmonisation.

### *Goals to be reconciled*

The City of Quebec and CECQ share a common goal — to maintain the vitality of community life in local neighbourhoods. In this regard, schools play a pivotal role, since in a sense they form the cornerstone of community social relationships. In carrying out their respective missions, the city and CECQ must work closely with the community. It is the school board's role to provide educational services that are accessible and of good quality, even in a context of rationalisation. The city government, with a view towards revitalisation, must ensure that neighbourhoods are equipped with facilities conducive to the life of the community.

#### *Neighbourhood schools: vital leverage for revitalisation*

To understand the attachment of inner-city neighbourhoods to their schools, and the City of Quebec's determination to preserve them, it is necessary to grasp the full importance of those schools and their role. Like other community facilities, such as churches, leisure centres, parks and even such regional facilities as local community service centres (CLSCs), schools make a major contribution to forging a neighbourhood's identity. Both the desire to live in a neighbourhood and the feeling of belonging there stem in large part from a sense of community identity and the image this projects.

The presence of a primary school is closely correlated with people's faith in the future of a neighbourhood. It signals the possibility of retaining, if not of bringing back, young families, for whom schools are an indispensable asset. Young families in a neighbourhood are a tangible sign of faith in its future and, consequently, an important factor in preserving and enhancing its quality of life. The City of Quebec is therefore convinced of the close connection between the revitalisation of inner-city neighbourhoods and the presence in those neighbourhoods of a comprehensive range of quality services, with schools being foremost among them.

#### *Access to quality services: the links between schools, centres and communities in a context of autonomy and partnership*

Taking account of social and demographic realities in Quebec City neighbourhoods — and

especially those in the inner city — and tailoring school administration to smaller enrolments and the student body's unique characteristics, are major challenges for CECQ. Schools are no longer the only places where educational and vocational activities are conducted. They can no longer train young people or adults without taking the surrounding environment into account.

A number of socio-economic and community organisations have missions that complement the CECQ's and, for that reason, have become direct partners of the school board. Among them are the Quebec youth centres, CLSCs, the Quebec work centre and the guidance and training centre for immigrants (COFI), with which the CECQ works very closely. CECQ establishments serve young people and adults whose experience ranges widely. Because people enrolled in vocational training or adult education have different needs than primary or secondary school students, it is necessary to develop services that meet the requirements of each category. This is fully consistent with the concept of lifelong learning.

### *Examples of solutions for the integration and management of educational and social facilities*

As mentioned above, there have been innovative agreements between the city and CECQ for joint management of cultural, sporting and community facilities including (a) a general management agreement, encompassing swimming pools and gymnasiums, (b) a specific agreement on the use of park-schools. The two following projects are examples of inner-city renovation, and the construction of a multipurpose community centre which could never have been built without the contributions of a range of partners.

#### *In the inner city: the case of École Sacré-Cœur*

*École Sacré-Cœur* is a school in downtown Quebec. It is housed in a five-storey building with 5 500 square metres of gross floor space made up of two 2 750 square metre sections corresponding to its former division into separate schools for boys and for girls. It was built over 70 years ago and has become quite obsolete. The school building has one of the highest vacancy rates and requires the most extensive renovation in the short term, so it was selected for a municipal subsidy for the preservation of neighbourhood schools. It has been estimated that to make the building safe (from fire in particular) and fully functional would cost C$ 2.5 million, including the shell, mechanical and electrical installations, and interior fittings.

Proposed municipal involvement included subsidising the building's renovation, in order to develop space that could be rented out to the community and maintain educational services in suitable premises, and developing incentives for the consolidation of community social bodies and the organisation of joint administrative services, such as a policy of purchasing leases or buildings and grants for the purchase of materials for community use.

To guarantee that projects are carried out and financed (municipal subsidies for renovation, MEQ contribution) and ensure co-operation between the city and CECQ on how underutilised premises in the CECQ school system are managed, a protocol of understanding was drawn up. The protocol calls for a five-year moratorium on school closures in inner-city neighbourhoods, as well as for a forum for consultation and a committee to administer the agreement. The committee, made up of representatives of each of the partners, will (a) lobby community organisations and health and social service authorities about opportunities to consolidate and share resources; (b) receive and analyse requests from community organisations that need to relocate or expand their premises; and (c) formulate plans to refit other schools having under-utilised space, so as to meet the needs of potential users.

The project should enable the school board to save some C$ 16 500 per year on building upkeep and maintenance, since CECQ estimates that it can generate an additional C$ 50 000 in annual income by renting out the renovated premises.

In line with the orientations adopted after consultations in the Spring of 1996, CECQ is to ascertain the exact requirements of those who wish to make use of school premises and determine the reorganisation needed to provide community access to certain services, such as the library, computers, day care, multi-purpose rooms and so on. This renovation will create "community" areas that will make activities easier to carry out from both a pedagogical and a social standpoint. By transferring the library and the computer centre to the same floor as the day-care facility and the multi-purpose rooms, these services will become accessible outside of school hours.

The *École Sacré-Cœur* project represents a departure from the usual practices of local and provincial authorities. Other inner-city schools could conceivably have taken these students in, but it would have had serious social drawbacks for the community. This partnership is not merely symbolic; it demonstrates a genuine political and social determination to maintain the quality of life in inner-city neighbourhoods and to make these areas conducive to family life, education and the development of the local community.

*On the outskirts: the case of the Lebourgneuf multi-purpose community centre*

The Lebourgneuf multi-purpose community centre project is something entirely different, since it is to be undertaken in a neighbourhood that sprang up in the 1970s. It is a good example of a plan to set up a primary school in an urban setting. The project's chief aim is to fill a void — the lack of community services in the neighbourhood. The setting up of a school, church, community leisure centre, gymnasium, library and cultural centre will provide the range of services the population needs.

The community leisure centre, which includes the library, is already in place. Until recently, school construction in Quebec province was wholly financed by the provincial Ministry of Education. Since last year, the municipality in which a school is to be built is required to furnish the land at no cost. Plans to construct this school in particular could never have gone through without the commitment of the municipality and the Charlesbourg School Board. For a school of this type to qualify for MEQ financing, the community must contribute at least 40 per cent of the value of the project, inasmuch as the school board already possessed underutilised premises that could have been used to admit students elsewhere in the district. In this case, without the community's contribution (the existing facilities and the school board's financial contribution), the Quebec Ministry of Education would have had to pay out an additional C$ 1 283 992. The Lebourgneuf multi-purpose community centre project is therefore one that generates substantial economies of scale.

In addition, under the protocol of understanding the school board will save on the upkeep of shared areas, whereas it has usually borne the full cost of maintaining facilities. Taking strictly the 505 square metre shared area and the average of C$ 30 per square metre that the Charlesbourg School Board spends to preserve and maintain its buildings, the annual savings can be estimated at C$ 7 575. Until recently, it was common practice in Quebec province for both educational and municipal authorities to provide comparable facilities for the same population. Bringing all of these together under a single roof constitutes another form of savings, in terms of overheads as well as fixed assets.

***Conclusion***

The examples in this case study provide a good illustration of how educational and social facilities (for recreational sport, ongoing education, community services, social and cultural activities, and so on) can be rationalised and integrated. They also highlight the respective roles of the various partners and report on a strategy for investment management and financing that is based on the participation of all involved. This pooling of resources, while maximising investment capability, guarantees

greater equality of opportunity for all and at the same time revitalises inner-city areas.

These examples also spotlight the diverse social realities of the various neighbourhoods and, consequently, the diversity of needs that have to be addressed. A common thread between the two examples is the innovative nature of the agreements reached in the quest for a fair and suitable response. Such are the tasks and the challenge that the City of Quebec, the Quebec Catholic School Board and the Charlesbourg School Board have taken on, in association with the Quebec Ministry of Education.

***Convention on the shared use of recreational facilities between the City of Quebec and the Quebec Catholic School Board (CECQ) — Summary of the agreement***

*Principle* — To ensure that better use is made of the premises and facilities available to residents of the City of Quebec and CECQ students.

*Convention* — The School Board shall make its premises, facilities and equipment available to the city outside of school hours. In turn, the City, after having met its needs, shall grant priority of utilisation to CECQ.

*Upkeep of premises* — The parties shall agree to reimburse the additional expenditure generated by such loans.

*Liability* — The parties shall absolve the party lending out the premises, facilities or equipment of all liability for material or bodily injury arising from accidents involving third parties. The party occupying the premises of the other party, by virtue of the Convention, shall be liable vis-à-vis that other party for any damage to the premises or to equipment.

***Convention on the fitting-out of park-schools***

Principle — Park-schools, being a place for education and socialisation, should be more closely integrated into the educational system and the community. In order to minimise the duplication of resources, the City of Quebec and the Quebec Catholic School Board have come to an understanding on the fitting-out and utilisation of park-schools, and on the creation of a four-member joint committee.

*Convention* — CECQ shall have priority and exclusive use of premises and equipment during the school year and during school hours. The City shall have priority and exclusive use at all other times.

*Fitting-out* — The City and CECQ, along with the school committees and recreation committees that will become involved, shall approve the design of park-schools. CECQ shall provide the land and professional assistance. The City shall furnish technical expertise for making plans and estimates. The necessary financial resources shall be provided in the following proportions: City of Quebec, 50 per cent; the community, 25 per cent; CECQ, 25 per cent.

*Upkeep* — The City shall undertake maintenance and repairs for park-school premises and equipment, but the cost thereof shall be divided evenly between the parties.

*Liability* — The parties shall mutually absolve each other of all liability for material or bodily injury arising from accidents involving third parties that occur when the premises are occupied by the other party. Moreover, each party shall have custody of premises and equipment during the hours attributed thereto.

***Protocol of understanding for the preservation of inner-city schools in the City of Quebec and renovation of École Sacré-Cœur***

*Principle* — The City of Quebec pledges to examine the case of each school confronted with problems of under-utilised premises and, given the urgency of the situation, as regards *École Sacré-Cœur* in particular, to contribute to the costs of renovation (C$ 2-2.5 million). Accordingly, CECQ agrees to suspend closures of primary schools in inner-city neighbourhoods for a period of five years.

*Protocol on the management of under-utilised premises* — This protocol calls for joint management by a working committee made up of

representatives of the City of Quebec and CECQ.

*Regional forum for co-ordination* — CECQ and the City of Quebec plan to establish a regional forum for co-ordination with the Regional Health and Social Services Board (RRSSS) and the *Regroupement des organismes communautaires* (ROC) of the Quebec region. Its mission will be to act as a consultant and liaison agent with member organisations of the forum's constituent bodies.

## FINLAND

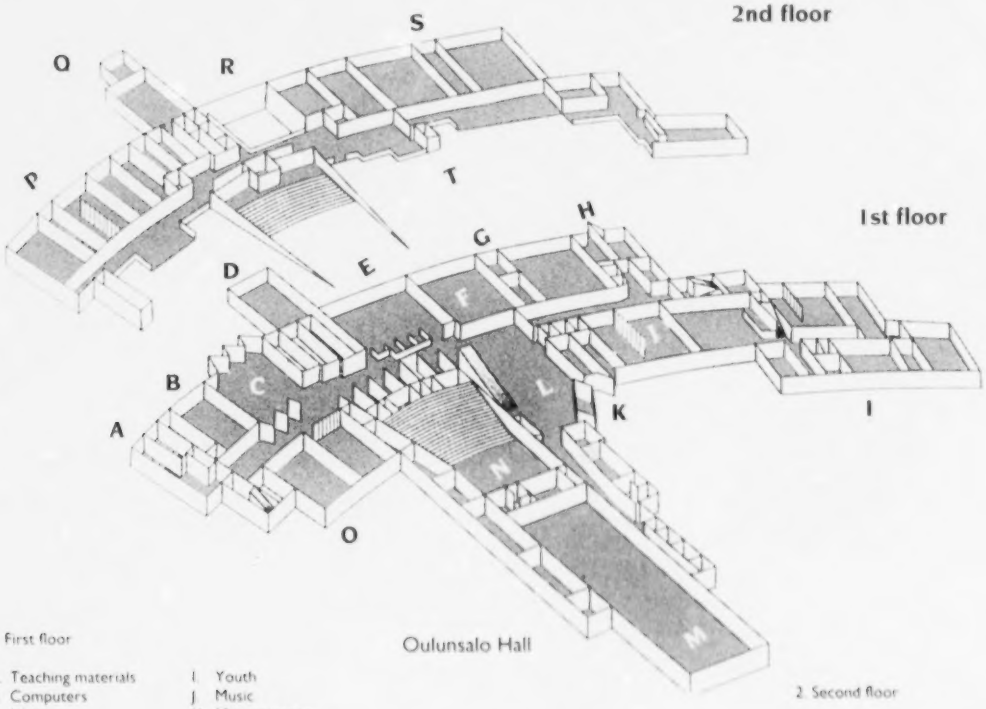
### Local government and educational partnerships

#### *Oulunsalo hall*

Oulunsalo municipality is located in Northern Finland, on the Gulf of Bothnia. The nearest town is Oulu with about 100 000 inhabitants, a versatile university and particularly known for its computer technology. The distance to Oulu is about 12 kilometres. There are about 7 000 inhabitants, most of whom work for the industries or the service sector. Finland's second busiest airport, with nearly half a million passengers a year, is situated in Oulunsalo. The distance to Helsinki is about 600 kilometres, about 55 minutes by plane.

*Basis for planning*

The new senior secondary school was started in 1988, but it did not have a building of its own. The main library, working in the same




Oulunsalo Hall

1. First floor

A. Teaching materials
B. Computers
C. Library
D. Kitchen
E. Dining room
F. Art
G. Ceramics
H. Administration
I. Youth
J. Music
K. Main entrance
L. Lobby
M. Festival hall (gym)
N. Auditorium
O. Liberal arts

2. Second floor

P. Languages
Q. Administration
R. Staff
S. Sciences
T. Auditorium

premises as the primary school, needed more space. The municipality lacked a centrally located meeting point for smaller and bigger cultural events. The youth wanted to have a place for their own activities. All these things together formed the basis for planning something new, and since the building of educational facilities was no longer so strictly regulated by law, new ideas were sought right from the beginning.

The 80s changed the view of Finnish society. Spreading information through computer networks posed new challenges not only for schools and universities but also for the society as a whole. It was resolved that the new building should be equipped for the future in this respect. Further, a lot of educational premises stand empty outside the regular working hours. To enable an efficient use of an existing building it should be planned for multiple purposes, also in the evenings, at weekends and during school holidays. Today people must be prepared to study and learn something new during their whole lifetime. An educational centre providing instruction to the young as well as to adults has a lot to offer. Learning is a lifelong process.

A municipality with 7 000 inhabitants has very limited financial resources to build, and since the central government had cut its support to local educational and other projects, all available means had to be carefully considered to reach as good a result as possible.

*Architectonic approach*

The main aim of the architectonic design of the building was to integrate the various sections (senior secondary school, adult education institute, youth section, cultural activities) under one roof. On one hand the different sections should have their own privacy, but on the other hand it should be possible to use the whole building for one particular purpose, e.g. a big conference, simultaneously. To reach this goal there are no strict "borders" between the sections, but they have been placed in different parts of the building.

The senior secondary school, the most important user, has the second floor of the "wings" and the first floor of the left wing. The wings and the "cockpit" are the only parts of the building with two floors. To provide the first floor corridors with sunlight, the architect has designed roof windows which let the light vertically downwards. The outermost part of the right wing was given to the young so that it would be easily accessible during evenings and weekends and the youngsters would have privacy of their own. On the other hand it can be easily used for other purposes during the day.

The main part of the right wing, in the first floor, has been designed for the arts and craft and is mainly used by the students of the adult education institute and art school. In the daytime the senior secondary school has art, music and other lessons in these classrooms. The aim of the architectonic design was to place the rooms common to all in the centre of the building so as to be easily accessible. The main entrance takes the visitors to the

lobby, which is also used for small-scale art exhibitions. The big festival hall (or gym), the auditorium and the dining room are within easy reach.

All the facilities are designed for learning, not for teaching, and the cultural aspect for the entire municipality is emphasised. The multipurpose idea was also considered in the adjustable acoustics in the auditorium and

festival hall, enabling them to be used for different occasions. Further building schemes, e.g. a separate library, are to be prepared for in the immediate vicinity of Oulunsalo Hall.

*Background figures*

The total investment costs of the project were about Mk 26 000 000 (about £3 400 000), Mk 23 500 000 (£3 100 000) for the building itself and Mk 2 500 000 (£300 000) for furnishings. The costs were shared with the central government (state) — whose contribution was about Mk 13 500 000 (£1 800 000) — and the local authorities (municipality) — whose contribution was about Mk 12 500 000 (£1 600 000). Earlier, in the 70s and 80s, the share of the central government was 5-15 per cent higher for educational buildings in poor municipalities like Oulunsalo, but due to financial difficulties the state has had to cut its support.

The building was designed by Ilpo Väisänen, an architect from Oulu, and it features the same trends that can be seen in many other public buildings of the municipality. The planning and design mainly took place in 1991-1992 and the construction work in 1992-1993 so that it was completed in August 1993. The senior secondary school and other activities started in the new building as soon as it was finished. It has been built partly in two floors, partly in one floor. The total volume is 23 000 $m^3$, the total area 4 500 $m^2$ and the room area 3 000 $m^2$. The outer surfaces of the building are partly of brick, partly of sheet iron with a concrete structure.

*Services and facilities provided*

The senior secondary school uses the building most with about 260 students and 15 full-time teachers. In Finland the school would be considered fairly medium-sized. The students come at 16 and leave at 19 and a lot of them continue their studies either at universities or other institutions of higher education. The instruction that is given is very general, but the students can take special courses in many subjects, e.g. in mathematics, sciences, languages, philosophy, etc. The school offers good opportunities for computing and the Internet is very popular with students. The students' own responsibility and creativity are emphasised and international affairs are gaining more importance.

The school of arts mostly gives instruction in music and painting. The pupils can start at the age of four and in the beginning they receive basic teaching in these fields. Later on they may specialise and take further courses for instance in playing different instruments. Dancing was recently introduced as a separate subject and the pupils can do basic ballet and creative dance. The school has about 250 pupils and their age varies from 4 to 16. There are 2 full-time and 10-15 part-time teachers.

The adult education institute is very popular with the inhabitants of the municipality. Most of the instruction takes place in the evenings; there are 700-800 students and about 3 000 lessons are given yearly. The most important subjects are languages, art, handicraft, computing and general lectures on various topics. The principal of the senior secondary school also serves as the principal of the adult education institute, otherwise there are dozens of part-time teachers.

The first floor of the left wing houses the branch library, which serves the school and students during the daytime and is open to the public two evenings a week. There is only a movable wall between it and the computer room, so that together they form the information centre. This section of Oulunsalo Hall still needs a lot of improvement to make it really useful to both the school and the general public. One of the teachers of the senior secondary school is in charge of the library in the daytime and there is a library assistant in the evenings.

The youth work section of the building is busy, especially in the afternoons and evenings. The youngsters can spend their free time there, they have their own café, different clubs and discos. The bands have a special room for practising and there is also a small kitchen and classroom for arranging different

activities like parties or cookery courses. In early afternoons it serves as a kind of kindergarten for primary school children so that they don't have to go to an empty home before the parents come home from work. There is one part-time employee in charge of the youth section and he is assisted by members of various voluntary organisations.

The auditorium in particular is a success. It is almost daily used for different kinds of festivities, meetings or conferences. The senior secondary school and the art school also offer a lot of activities. In 1995 the auditorium had more than 220 different events arranged by people, groups or organisations from outside the regular school work. There were more than 12 000 participants in these events. Theatre performances, educational conferences and concerts are good examples of the kinds of occasions arranged there. The 220 seats, adjustable acoustics, large floor-level stage, movable platform and high-standard technical equipment make it an ideal place for a variety of activities. Video conferences and other remote contacts are also possible from the auditorium.

The other facilities under the same roof include a centre for preparing teaching materials and the person in charge of it also helps the teachers in many other ways. The dining room, with nearly 150 seats in the centre of the building, provides meals not only for the students and staff, but also for the numerous visitors. The restaurant is run by a private business and it can serve customers even at weekends or during holidays if necessary. The main lobby welcomes all the people coming to the "house"; it is a two-floor open space big enough for quite a great number of visitors and with its large South windows forms an excellent place for small art exhibitions. Festivities, such as weddings in the Summer time, can easily be arranged. For bigger meetings, conferences, music performances and physical activities there is a festival hall (gym). It is about 400 $m^2$ and has 300 seats, adjustable acoustics, ballet mirrors and a movable platform. The students use it daily as their gymnasium but it is also very popular with various groups in the evenings and at weekends. Due to the lack of sufficient school premises in the municipality, two primary school classes also work temporarily in Oulunsalo Hall.

**Comment**

*Lifelong learning and the advantages of an integrated approach*

Capital investment and recurrent expenditure can be reduced by the more effective use of facilities. To have separate buildings for the senior secondary school, culture and youth centres would have been impossible in a small municipality like Oulunsalo. All sectors can benefit from integration, but to reach a good solution, careful planning is of utmost importance. When having Oulunsalo Hall built, in the early 90s, the municipality had the added advantage that the economic recession in Finland forced the building companies to "fight" for new contracts, which saved 10-20 per cent in the building expenses. The costs in cleaning, maintenance and caretaking can be cut and in this municipality all these tasks are the responsibility of the technical department, which means flexibility and efficiency in this sector.

Economic efficiency can also be achieved within administration and in Oulunsalo Hall the duties of the principal of the senior secondary school and that of the adult education institute have been combined. In the future the same may be possible with the art school and the youth sector. It has been possible to purchase better and higher-standard equipment because it can be used more effectively for all the sections working in the same building. Numerous computers, large-screen video systems and telecommunication connections are good examples of this.

Catering services were easier and more economical to provide, because a private business is more flexible in arranging catering outside the regular school hours. To have

several activities under one roof also enabled all of them to be centrally located in the municipality, which means shorter distances and reduced travelling costs.

In the art school children from the age of four can use the same facilities as the students of the senior secondary school and adult education institute. Temporarily there are also primary school groups in Oulunsalo Hall. Even very young pupils can notice that learning belongs to all ages. Youngsters often spend their afternoons and evenings under the same roof. Mothers and fathers, while dropping their children at the lessons of the art school, can simultaneously attend computing or other classes or read newspapers or borrow books in the branch library within the same building. This kind of interaction between different age groups is bound to enrich and enhance the lifelong learning process.

*Future perspectives*

It is possible to increase the use of common equipment and improve the co-operation between the different sections. Within music and art this can easily be achieved, but there are further opportunities, e.g. in language instruction, sciences and the youth sector. By combining or modifying the administrative duties in Oulunsalo Hall it will be possible to remove the obstacles caused by too strict border lines between the various sectors.

Teaching offers additional benefits. Adults can attend senior secondary school lessons and take courses in subjects that interest them. The students of the senior secondary school can take evening classes in the adult education institute and include them in their curriculum. The same also applies to some courses of the art school. In these ways the students can pass their examinations in a shorter time or at least enrich their own skills. All this is made much easier under one roof.

In order to increase the efficiency, the facilities should be used more outside the regular school hours. At present much of the building is busy in the evenings, but during the weekends and school holidays a lot could be arranged in Oulunsalo Hall. Seminars, conferences, festival occasions and computing classes are good examples. In the summertime even lengthy courses in art, music or languages could be possible.

*Practical difficulties*

The use of advanced technical equipment causes a number of problems because too few members of the staff are able to handle it. The person in charge of the teaching materials helps the other staff, but when he/her is off duty or busy somewhere else, there are occasional difficulties. Some machines may even be broken due to misuse and that is why the staff members should be well instructed. Even if Oulunsalo Hall is a fairly small institution, it is daily visited by a great number of people and groups. Drawing schedules for them and checking which rooms are available at certain times sometimes cause problems. Informing the kitchen on the number and time of meals to be served, the cleaners on when a certain classroom can be done, or the evening caretaker on sudden changes in reservations, is an important job and break-downs in this information may cause awkward surprises.

The management structure for Oulunsalo Hall should be clear, but since so many people are involved, the responsibility for a certain group, reservation, or event may be obscure, particularly if somebody has "forgotten" to inform others. In many sectors, e.g. in the library and youth work section, the shortage of staff causes limitations in opening hours and providing adequate service to the general public. Very many groups and individual persons have keys to the building so that they can use the facilities even at weekends or during holidays when there are no members of the staff present. So far this system has worked well and all the visitors have realised their responsibility, but it may cause problems in the long run.

*Security and responsibility*

The management and responsibility struc-

ture referred to earlier has worked reasonably well. The principal of the senior secondary school is in charge of the entire house, and each sector has its own head. Maintenance and cleaning as well as marketing are carried out separately. Slight modifications may be needed so as to clarify the duties of the heads of different sections, but as in several other cases, all this depends on the individual employees. If they have the desire to co-operate and inform others, the running of the house will not be a problem.

In a small, peaceful municipality like Oulunsalo security has not caused any great difficulties. There is a caretaker in charge after the school hours. Most of the doors are kept locked, so every teacher has to have a key, and if there are occasional visitors, the caretaker or other staff will help. At nights and weekends, if there are no special events, there is an automatic alarm system. During the three years after the building was finished there have been no burglaries, nothing valuable has been stolen. But it must be remembered, Oulunsalo cannot be compared with Paris or Stockholm!

*New strategies for more efficient operation and running of facilities*

One of the most important things in developing Oulunsalo Hall is absolutely the staff. All the members of the staff must adopt an extremely flexible attitude to working in new circumstances and with a lot of visitors around. Nobody can only work for his own sector, everybody must be ready to co-operate. Various voluntary groups, e.g. unemployed people, can be used for certain purposes. The help from sport and youth organisations is essential within the youth sector and in arranging physical activities in the gym.

It should be possible to increase the use of the facilities at weekends and during school holidays. Marketing sounds very commercial, but even public institutions ought to be able to "do business" to lower the running costs. There is no sense in keeping expensive buildings empty for weeks or even months!

Different experiments are necessary to further develop the various sectors and activities in Oulunsalo Hall. The municipality has applied for appropriations for the following purposes:

- Information society — for improving computer connections to local and international networks and databanks. The money comes from the National Board of Education;
- Library and information centre — for improving the branch library. The money comes from the Finnish Library Society;
- Art school — for experimenting with new computed-based teaching methods and materials. The money comes from the Ministry of Education;
- Environment — for Linganlahti-project to survey the state of the environment in one of the most important migratory bird areas in Europe. The money comes from the National Board of Education.

***Meri-Rastila school***

Meri-Rastila lower-stage comprehensive school is located in the suburb of Vuosaari, 12 kilometres to the East of Helsinki. Over 30 000 people live in Vuosaari, and the area of Meri-Rastila was built in 1990-96.

Meri-Rastila is the most international part of Helsinki, with 5 000 people from over 15 countries. The lower-stage secondary school forms part of the Merirasti building, which extends over a whole block. The building also houses a day-care centre, youth centre and the city's visual arts workshop. The congregation hall is across the yard. Some of the school's classes are held in the facilities of the nearby shopping centre. The school also works in close co-operation with the adjacent Haruspuisto Community Park.

Approximately 80 adults from six different administrative bodies work in the Merirasti building. In addition, the building is used for different kinds of activities by various organisations, institutions and local inhabitants. The

safe environment of Meri-Rastila lower-stage comprehensive school encourages children to grow and learn happily. The adults working in the building are always there to help. The teaching is wide ranging and focuses especially on different areas for creative dramatics. The building offers an excellent place for studying these topics.

Educational activities at Meri-Rastila school

Multi-culturalism is one of the central characteristics of the school. Being different, whether it be a difference in the colour of skin, physical capability, language, religion or culture, is considered an asset. Children who do not know Finnish come from different parts of Eastern Helsinki and study in classes for foreign pupils for a period of one year. Foreign pupils are also taught in ordinary classes.

The lower-stage classes together with the pre-school teaching group at the day-care centre form joint groups for different ages. In addition, the school has a one-year preparatory class where pupils are prepared for school by means of special teaching. First year pupils who need morning care can come to the day-care centre before school begins. Adults at the

Meri-Rastila school - outside view

Meri-Rastila school

A. Lower-stage comprehensive school
B. Day-care centre
C. Cultural facilities
D. Youth centre
E. Congregation hall

centre see to it that the children go from the centre to the school on time.

After school, approximately fifty children go direct from the school to the youth centre where a variety of afternoon activities are arranged. They can also have a snack, for which there is a small charge. Haruspuisto Park has afternoon activities, too. The day-care centre has a special class called Aarresaari Treasure Island for the severely handicapped. In the halls, classrooms and other areas of the school building and youth centre, the children can practise walking and using a wheelchair. The children in the lower stage can, in small groups, familiarise themselves with the children and their school day in Aarresaari Treasure Island.

The city's visual arts workshop as well as the "school artist" are available to the children for the entire day. In co-operation with different organisations, they arrange various festivities, courses and events for children and adults in the area.

## UNITED KINGDOM

### The regeneration of communities

#### A *typical Community College in the* UK[5]

Ayr College is a Community College built to serve the Ayrshire community by providing a broad range of vocational education and training. Courses are developed in partnership with local industry, schools and Higher Education. They are designed to enable students to progress to appropriate employment or higher education. The main college complex is situated at Dam Park in the centre of Ayr. There are local annexes at Newton and in Craigie Campus of Paisley University — with which Ayr College enjoys Associate College status. In addition, the College has a modern, purpose built facility on the Caponacre Estate in Cumnock — allowing a wide range of college provision to be delivered locally. Across these sites the College now employs more than 250 staff in order to cater for the diverse needs of the 5 000 students who study a wide range of subjects each session.

#### *Schools role in the regeneration of communities*

In many countries throughout the world there is a recognition that schools are often the most significant physical resource a community possesses. They provide a concentration of quality accommodation which, if not utilised by the community, can remain underused for considerable periods of time. This value of school premises to the wider community has been one of the factors which has led to the growth in the use by the community of school buildings outside of the school day and during vacations.

This kind of use of school premises is becoming commonplace. Evidence from the United Kingdom's Sports Council, for example, suggests that currently 96 per cent of all secondary schools allow community access and 60 per cent of primary schools are used for community activities. Schools in the UK have established a strong tradition of permitting use of their premises outside the school day. In general this use has been associated with recreational activities and as a venue for providing further education opportunities for adults. A survey of schools in the UK suggests that schools make facilities available to the community for between 35 to 47 hours per week.

One consequence of the recognition of the potential for using schools as a location for recreational and cultural activities has been the incorporation of public leisure facilities on school sites. These have been constructed to a standard and have been deliberately designed to allow for wider community use. In the UK, 20 per cent of all schools have leisure and recreation facilities that are purpose built for joint-use by the community and a further 14 per cent have enhanced facilities for community use.

However, the potential for using the school buildings as a location for a still wider range of

educational, social, recreational and cultural activities has continued to be gradually acknowledged. There are now a number of exciting examples of how school buildings can be used and adapted to address a variety of community expectations. Increasingly, schools have become perceived as attractive sites on which a number of community services can be located such as child care, day nurseries, day centres for the elderly, libraries, social clubs, provision for people with disabilities, enterprise centres, arts centres and theatres.

Although the current use of school buildings for a range of activities and as a base for a number of community services is a positive development, its potential for enriching the life of the community is far from being fully developed. However, for communities to ensure they receive maximum benefits from use of school premises it is imperative that the school as an organisation be actively engaged as a major partner in the management and the provision of activities.

The direct involvement of the school in the management and provision of activities should bring considerable benefits. In particular, there is evidence from the UK and United States of America that closer co-operation between schools and their communities has created new opportunities for them to play an influential role in strengthening communities.

A major concept emerging in many developed countries is that of community capacity building or community regeneration. Community regeneration focuses on the process of renewal and on activities that will inject new energy into a community. The regeneration of communities generally concentrates upon improving the quality of life through addressing issues such as employment, education and training, health, crime and the local environment. The role of schools in any meaningful process of community regeneration has currently been relatively insignificant, but the evidence suggests that there is considerable scope for them to become a key player.

Economic and social developments over the past twenty years has seen the decline of manufacturing and many traditional industries and these have been replaced by industries that have led to the creation of knowledge based societies. In such societies learning becomes central to community regeneration.

However, the term of post-industrial society has proved to be misleading. A substantial proportion of output in most developed countries will still be produced by manufacture. What is new is that modern manufacturing is heavily dependent on new technology. Its products are knowledge based. They call for good research and development, for high quality and so for well-educated and technically-competent people.

There is also a significant growth in knowledge based businesses. These businesses are characterised by rapid change and a requirement for substantial flexibility amongst the workforce. Businesses like these are having a fundamental effect upon our society making today's knowledge and skills out of date and obsolescent by tomorrow. This new industrial revolution is driven by knowledge and those who do not have opportunities to develop their knowledge and skills are at risk of being marginalised, economically and socially.

For individuals, communities, even nations to be competitive and to function they need to accept that lifelong learning assumes a new level of importance. Constant change is all around. The economy is only one area where its influence can be found. Individuals and communities have to be knowledgeable about health and fitness matters, environment and the technology which impacts on everyday lives.

Lifelong learning provides the escape route from social marginalisation. However, the process of extending social inclusion through lifelong learning will only be achieved if new approaches to promoting participation can be identified. Schools have the proven capacity to make a contribution to promoting new forms of inclusion.

The dangers of social exclusion are reflected in the growing anxiety in developed coun-

tries about the distribution of participation in learning. Certain sectors of the community are stubbornly resisting participation in lifelong learning. There are a number of reasons for this attitude. A recent survey carried out in the UK by the public opinion research organisation Mori, suggested that amongst the reasons for non-participation were:

- not enough time;
- family and childcare commitments;
- work pressures;
- apathy and lack of interest;
- financial concerns.

Research in the UK revealed that some people do not participate in education and training because they are unable, unwilling, unaware, unconvinced, unsupported or denied opportunities. In spite of the considerable success enjoyed by many providers of learning, it remains the case that they have not been capable of attracting significant sections of the community who continue to be reluctant to participate in learning.

Research in the UK revealed that in 1995 there were 100 000 young people between the age of 16 - 17 that were not in employment, education or training. This is one of the reason for exploring the role for schools in regeneration. They provide a local, exciting and alternative venue for the provision of activities associated with community regeneration. They are in close physical proximity to communities and possess an array of facilities which have the capacity to provide new opportunities for community based learning.

A recent report produced in the United States by the CS Mott Foundation entitled "Joining Forces: Communities and Schools Working Together for a Change"[6] stated: "The idea of citizen, neighbourhood and schools partnering is hardly new. In fact, the concept of using the school as a community resource — to foster neighbourhood cohesiveness, nurture local leadership, provide enrichment opportunities and so forth — has been around for decades. What is new is the dramatically different communities and the kinds of services required and the way these services should be delivered."

A number of schools in the UK and the USA have demonstrated their ability to provide activities which contribute directly to regeneration. An initial area in which schools can fulfil an important role is in the context of child care. In the UK, in 1991, 26 per cent of households contained only one person, which compares with 17 per cent in 1971. Lone mothers accounted for 92 per cent of all lone families and this needs to be seen in a context where 50 per cent of women are in employment. In the USA the statistics are broadly similar in that 24 per cent of children live in lone parent families headed by mothers 90 per cent of the time. This has been accompanied by a tremendous influx of women into the labour market with, for example, 75 per cent of all married women with children over 16 in the workforce.

The UK government acknowledged that many mothers who wished to retrain or re-enter employment faced a huge barrier in the lack of available and affordable childcare. Schools have responded to this initiative with 45 per cent of all out-of-school care clubs being established on school premises. Out-of-school care clubs, such as one known as "Bridges" at Brownsover Community Primary School in Warwickshire, offer breakfast clubs for children before the start of the school day and after school care until parents are able to collect them. Out-of-school care clubs of this kind operate throughout the year including during vacations. They place little additional pressure on schools for facilities as they take place outside the school day. The most obvious requirement of the school in this case is not for physical accommodation, but for a positive and supportive attitude to be taken by school management to permit facilities to be used for this purpose.

Research in the USA and UK has revealed that family influence and, in particular, parents occupy a central position in influencing attitudes to learning. This is one of the reasons for the growing emphasis upon involving parents in their childrens' learning. US

educator Joe Stewart is quoted, in "Joining Forces: Communities and Schools Working Together for a Change"[7] as saying that schools are often intimidating, frightening and negative places for people in poor communities. "A lot of community people and parents believe that traditional schools worked against you. This perception must be changed". This perspective is supported by recent research carried out by public opinion pollsters Mori in the UK, who found that contrary to the popular English saying — School is the happiest days of your life — only 32 per cent of those interviewed by Mori thought school was the happiest time of their life, over 45 per cent disagreed.

Stewart is amongst a growing section of the educational world who believes the answer to achieving change is to get more parents involved in and comfortable with school. Publications from the US such as "The Evidence Continues to Grow"[8] and work by Widlake and Macleod, Bastiani and Jo Tizard in the UK, all argue that student performance and attitudes to learning are strongly influenced by parental approach.

In the UK and the USA there are examples of schools developing strategies aimed at encouraging parental involvement. One such example is Byck School in Louisville where the Principal, Matt Benningfield, has established a "cradle school" which emphasises early childhood development, but which hinges on strong parental involvement. The "cradle school" serves parents and children. It starts from the premise that parents are a child's first and best teacher and specifically wants to assist parents reinforce and expand children's social and academic skills imparted in school.

Following a similar philosophy David West, headteacher at Sutton Manor Primary Community School in Merseyside, UK, has promoted parental involvement in the classroom as well as introducing workshops for parents on approaches to helping their children. These types of developments require school management to possess the will and commitment to promote the work, changes in teacher attitudes to working practices that encourage greater parental participation and, more generally, the identification of space within the school for a parents' room.

There are other imaginative examples of parental involvement, for instance with the development of school based family centres at Minsthorpe Community College in Yorkshire. This family centre aims at easing the transition back into learning for parents and other adults. A further example is Ashlawn School in Warwickshire which is attempting to promote strategies that encourage parental involvement in secondary schools. The guiding principle in all these cases is fostering increased parental involvement to support improvements in student performance and to nurture a more positive attitude to learning amongst parents and their children.

A variety of tactics have to be employed if schools are to be successfully promoted as a focus for community learning and consequently as a location for supporting community regeneration. A location for child care and an advocate for parental involvement are two important elements, however, more direct opportunities need to be made available to the community. Too often segments of communities feel excluded psychologically as well as physically. By opening up schools to their communities, and through providing child care, the physical barriers can be dismantled, but the psychological impediments still have to be addressed.

This tackling of barriers that are faced by some members of the community can be the key to long term strengthening of communities and economic success. Recent Mori research in UK suggested that lack of suitable opportunities and awareness of activities do not appear to be barriers to learning. Fear of failure and unease with the culture of learning seem more significant.

In an effort to overcome some of the obstacles to participation some schools are exploring their threshold arrangements. That is they are looking at ways in which recruitment, guidance and reception can be made more welcoming, informal and inviting. This will include

schools giving extra thought to physical accommodation and the form and appearance of entrance and reception areas. It also requires that schools pursue other incentives for people to come on to the school site.

One of the well established methods of encouraging a more relaxed approach to making use of school premises has been the location of provision for leisure and recreation on school premises. Other approaches include that exemplified by schools such as Countee Cullen in Central Harlem in New York, which describes itself as being a "veritable beehive of activity until 11pm each day with the building becoming as noisy as a shopping mall on a rainy weekend and indeed people do "shop" for activities." At Countee Cullen the community can participate in homework help, a reading laboratory, supervised games, films, aerobics, dance, and parent support groups.

This accessibility and familiarity with the school premises means that a "window" is provided to view information about other activities. By promoting activities on their premises that are non-threatening and fun, schools can establish an image and reputation that can reduce resistance amongst some sections of the community regarding coming on to their sites. This may consequently lead to these members of the community becoming involved in a wider range of activities.

One of the underlying rationales for wanting to attract a wider cross section of the community into schools is to attempt to involve them in learning. A key contemporary area of learning is that which is associated with new technology skills. In 1990 a committee of the European Commission noted that, though most of the technology that will be used in ten years time has yet to be developed, by 2000 at least 80 per cent of the current employees will be part of the workforce then. Therefore, even amongst those who are currently working, there is need for a substantial programme of upgrading skills, while those who are unemployed or who want to re-enter the labour market will require access to training.

Schools are in a strong position to support more accessible distribution of learning because of their physical location within communities and the range of new technology they have in their classrooms. Schools have the potential for making a significant contribution to raising the level of new technology skills in communities. Furthermore, if they pursue active strategies for encouraging participation and recruitment amongst under represented groups, some of the barriers to have access to training in new technology encountered by these sections of the community could be addressed.

This extension of opportunities to new technology in schools will assume different forms. At Northallerton Community College in Yorkshire, access to new technology by the community is made available during the day and during the evening. At Whitby Community College, also in Yorkshire, adults attend new technology courses during the day and learn alongside school students. In some schools other agencies, including the youth service and further education colleges, use their premises during the day to provide more informal opportunities for "hard to reach groups" to pursue new technology skills.

The accepted interpretation of regeneration relates to employment. Examples are emerging where schools are being used as venues for job search clubs, employment counselling and business start-up courses. On the site of Halewood Community School, in Merseyside, there is a job club that supports local adults in finding employment, while Minsthorpe Community College in Yorkshire provides a base for employment counselling. A similar approach has been pursued by Salome Urena School in Washington Heights, New York, where in recognition of the high rates of poverty in the community the school has worked with other agencies to provide services designed to respond to the community's needs. This has involved making available literacy programmes, advice on employment and benefits and English as a second language.

In developing appropriate regenerative strategies schools have needed to take account of broader community concerns. Amongst these have been health issues and the inaccessibility to health care that exists in some communities. Joy Dreyfoos, in her book *Full Service Schools*[9], has detailed the development of schools as neighbourhood locations for health care provision. Salome Urena School is an example of this as it provides opportunities for on-site medical and dental clinics, along with a variety of other basic services such as teeth cleaning, check-ups, physicals, screening, immunisations and referrals. Harrow Way School in Hampshire in England is a location for social and medical facilities for the elderly and the Sutton Community School in Nottinghamshire provides day centre facilities for people with physical and mental disabilities.

Crime and environmental issues are also features of community regeneration and schools can be found in the UK and the USA formulating community responses. In the UK, schools have become locations where neighbourhood community watch groups meet and discuss crime concerns while in the USA, where 60 per cent of elementary, middle and high school students say they can get access to a handgun, schools are promoting strong school-community partnerships to address crime.

This case study has attempted to demonstrate that through the use of schools a whole new range of opportunities can be opened up to support community regeneration. Furthermore, it is argued that because of the location of schools, their potential for actively involving the community, and the familiarity many communities have with their premises, schools are in a position to support flexible approaches that can meet differing developmental needs. Taken together, these familiarity, localness and flexibility create the potential for schools to extend learning opportunities and encourage participation by those who traditionally have benefited least from learning[10].

## ITALY

### Schools and the community in Tuscany

#### *Background*

The authority that the regions of Italy play with regard to education is granted by the provisions of DPR (Decree by the President of the Republic) 616 of 1977, that assign an important role to the Regions, along with local boards, for intervening to safeguard the right to education, in the spirit of Article 34 of the Constitution. In Tuscany the right to education for all levels of schooling — excluding the University which is the subject of separate regulations — is today regulated by LR (Regional law) 19/6/81 n.53, modified by the more recent LR 23/6/93 n.41.

Under LR 53/81 the Municipalities are called on to act to promote the conditions for the effective generalisation of the right to education through interventions in the services sector (transport and catering), initiatives geared towards encouraging pedagogical experiment, training programmes, the acquisition of equipment and pedagogical materials for needy students of secondary schools, and for any other need consistent with the aims of the law.

It is necessary, however, to refer to the wider situation in Italy, in order to understand the role that regional politics plays in schools and in education. Above all, it is important to remember that Italy has been waiting for a long time for a widespread reform of the education system at every level and which, according to the commitments made by the present government, will be put in place shortly.

Furthermore, the process of European integration inevitably urges Italy to compare itself to its partners with respect to the different educational systems, the different levels of education, and the educational attainment of the population, and it provokes thought about the quality of education in neighbouring countries and about the real possibilities that Italy's young people have to work, and make use of their education, in a united Europe. Improving the level and quality of education then be-

comes a more urgent and necessary condition for the system.

Policies for the right to education can no longer be conceived in their traditional "welfare-state" form, that is providing the material means and services for ensuring access to education, nor can they be seen as responsible for the redistribution of financial resources from the State to the Regions, from the Regions to the Municipalities or from the Municipalities to the schools, nor as a goodwill effort by the local authorities to substitute themselves for the State where it is lacking, in structures, services or equipment.

Rather they must reflect a modern vision of the right to education, as an improvement of the general conditions in which teaching is carried out, and as a contribution to raising the quality of learning and the overall productivity of the system. From this point of view, the productivity of the school, and the educational success of the students, are seen as the goal of regional initiatives whether these are intended to act on the pedagogical and educational work of the school, or to improve the operation and organisation of basic services.

This implies a new way of working on the part of local bodies, and a different approach to problems: interventions which involve co-ordinated action by all the different organisations which are competent to act, including the school board, local councils and Regional authorities. Starting from this premise, agreements have been reached between the different actors who have an institutional interest in the school which commits them to promote, each within their own jurisdiction, "integrated area projects" (PIA), under the terms of LR 41/93, which modified regional legislation in this respect.

This new methodology was initially difficult to apply, but it introduced a new way of working and is facilitating integration between school and government and between school and social reality, making it possible for the school to leave behind its self-reference and open up to the needs of the community.

These developments also recognise that learning cannot be regarded as only one of the phases in the individual's life: current trends in adult education in the European Union highlight the need to adapt traditional education systems with an eye to continuing education, in order to ensure a response to the challenges and problems of modern society (see the Delors Commission "White Book").

On the other hand, the educational attainment of adults has a determining influence on the productivity of the school system: pedagogical literature on adult education has demonstrated the strong correlation between the level of education and the socio-cultural characteristics of the adult population, and phenomena of failure and school dispersion of adults.

From this comes the need to avoid fragmentary policies and episodic interventions: the initiatives of the Ministry for Public Education, the Regions and the Local Boards, as well as individual schools, to prevent and combat lack of success at school, must take external conditions into consideration. That is, they must take account of levels of educational attainment, and cultural inequalities, in the social context from which students come, and create specific actions not only within the school environment, but also extracurricular, family and social activities.

It was on the basis of such considerations that it was decided to redirect regional actions in the field of lifelong learning to reflect local aims, criteria and priorities, in order to ensure real co-ordination between actions addressed to schools under the PLA, and non-school programmes addressed to adults. These latter programmes aim to prevent socio-educational problems (as evidenced by indicators of school attendance, illiteracy, cultural activity, etc.) particularly in those areas where there is a high rate of these phenomena.

In the first three years of experimenting with these new ways of working, approximately 35 billion lire have been spent, of which around 15 billion have been spent for integrated area projects (PLA).

***Integrated public health and school complex in Venturina — Municipality of Campiglia Marittima (Province of Livorno)*** — *Period of construction*: 1980/95; *Architect and project manager*: *Giorgio Benucci* (Rome)

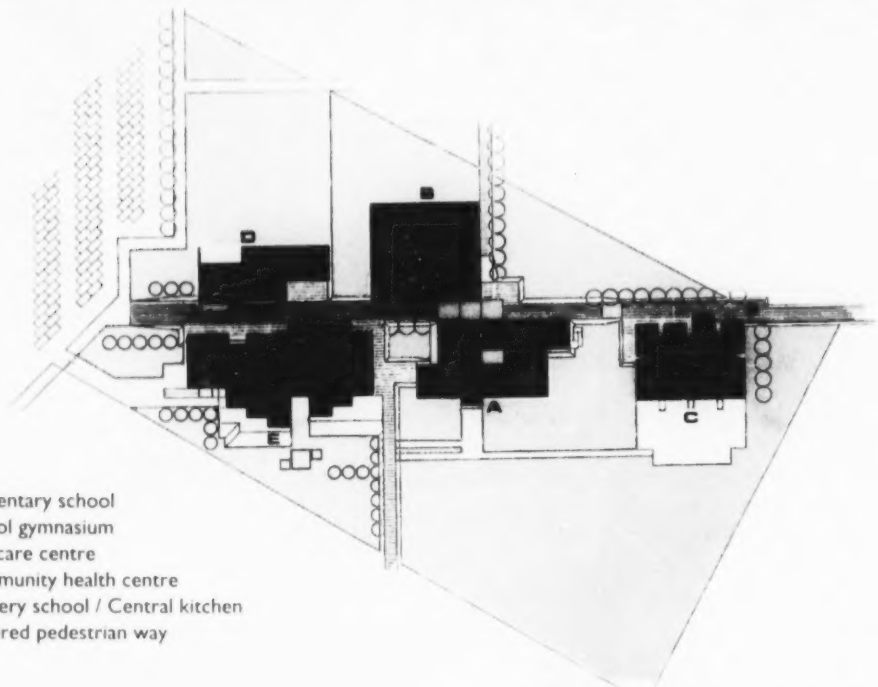
Before facing the problem of the school in architectural terms, it is appropriate to review briefly the role and meaning of the school in today's society. The spread of mass media, the development of techniques and direct and induced mechanisms for communication, along with a more open and interactive lifestyle, have taken away from the school its privileged and exclusive position in learning and knowledge. The experiences and exchanges which occur in day-to-day relationships clearly represent — like school — elements of that continual and overall process which is education.

This generalisation and diffusion of cultural development cannot but have an impact on the way in which the architectural questions are conceived and resolved. In fact, if the school is but a short phase of a permanent process of learning, the school building can no longer be conceived as an entity in itself, but as a part of an educational continuum in the social and urban context in which it is to be located.

It is also necessary to be aware of another demand when designing a new school, that is, the need for the services with which it is equipped to be used by the wider community.

Given the poverty of public buildings and spaces which generally characterises residential areas, it seems obvious that the gymnasia, libraries, meeting rooms, and green spaces which are associated with closed and autonomous buildings, should effectively be made available to the entire community, with clear social, educational and economic advantages.

The new public health and educational complex in Venturina has provided an opportunity to put this into practice. The buildings are situated in an area of 33 000 square metres intended for communal services, set in the middle of a new residential area which will primarily be used for low cost and public hou-




A. Elementary school
B. School gymnasium
C. Day-care centre
D. Community health centre
E. Nursery school / Central kitchen
F. Covered pedestrian way

sing. From the point of view of spatial arrangement, the need to provide a continuous and integrated service structure suggested that it would be useful to arrange the different elements along a linear internal pedestrian route; this walkway constitutes the axis for all the facilities (elementary school, gym, day care centre, community health centre, nursery school and central kitchen).

Covered pedestrian way

This walkway is linked to a series of others which connect the axis with the neighbouring residential areas. This linear organisation seeks to modify the fragmentary urban context that characterises present-day Venturina. The whole area is an uninterrupted green space: it is reserved for walking, recreation and sport. Car parks have been provided at each end. To meet the need to stimulate the initiative and creativity of students, and the requirement that the interior spaces should be adaptable to new, and as yet unforeseeable teaching methods, geometrically simple and open buildings were designed, which despite the range of possible subdivisions can be perceived as single spaces.

The elementary school is composed of linear elements with terraces which rise from the surrounding countryside through two levels to the pedestrian walkway. Enhanced by the sawtooth roof that follows the rise of the terraces, the exterior organisation corresponds strictly to that of the interior spaces. Two series of classrooms, located on different levels, complement the spaces for collective use which are on an intermediary level. Opposite the classrooms of the elementary school is the gymnasium, which is linked to the pedagogical elements of the school by the pedestrian way. Sufficiently large for a basketball court, and equipped with washrooms and changing rooms, the terraces which open onto the pedestrian way make it possible for a large number of people to watch the sports activities from outside.

The elementary school

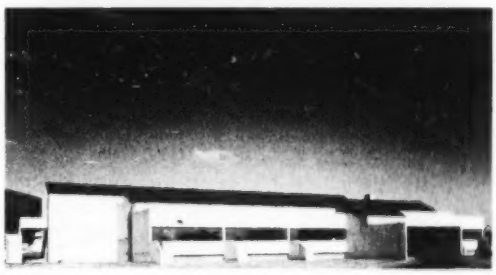
Day-care centre (interior)

The day-care centre is situated, like the other buildings, on the pedestrian way. The different parts of the centre are set around a large common space, which is the functional centre of the whole. On the South side the four units (one for nursing babies, one for semi-weaned infants, and two for fully-weaned children, providing for 40 children in total) are autonomous, but can be brought together from the inside by moving the sliding partitions, and are joined by external balconies. The rest area and the sanitary facilities are kept away from the central area. On the East and West sides are workshops for manual activity and the kitchen, which by virtue of its position, has a pedagogical function. The whole building is on the level of the pedestrian way.

The community health centre, like the day-care centre, is almost entirely arranged at the level of the pedestrian way, in order to facilitate access by all, irrespective of their age or state of health. From the hallway, where the administrative areas are situated, follow two large areas for waiting and distribution, which in turn give onto various rooms on the two opposite sides.

The nursery school and central kitchen, which houses all of the nursery school and the central kitchen, completes the axis. Like the other buildings, this one comprises large, low volumes which give onto the pedestrian way, and on the classroom side, onto green space.

A characteristic feature is the sloping roofs of the classrooms and the saw-tooth effect which gives supplementary North light. The main daylighting comes from a glass wall onto the green space. A wide balcony serves as a transition between the outside and the inside. Each section has its own entrance/dressing area, bathrooms and a rest area. The sections are grouped in two blocks of three units. The two groups are separated by a module which includes an atrium, the vertical service elements, and banked seating for performances. This module also looks onto green space. The upper floor is intended mainly for more specialised activities (drama, construction, painting, collage, etc.). The central kitchen is attached to the nursery school. Built to serve 400 meals a day, it will provide for the nursery school, and the other schools of the municipality.



Outside views of the buildings

## THE NETHERLANDS

### Decentralisation

#### *Background*

After 1997, the funding of educational accommodation was to be changed drastically in the Netherlands. Since the turn of the century, virtually the entire Dutch education sector has been funded by central government. This subsidised education is provided in both private and state-funded schools. At present, there is a clear and direct financial relationship between the Ministry of Education, Culture and Science and the schools. Expenditure on facilities is laid down in the ministerial budget, which is approved by Parliament. School boards specify their expenditures in annual accounts that are assessed by the Ministry. But significant changes lie ahead.

#### *What does the Decentralisation Act mean?*

Broadly speaking, the Act determines that from 1 January 1997 onwards 630 Dutch municipalities were made responsible for providing adequate accommodation facilities for the schools within their domains. In order to enable the municipalities to fulfil this new role efficiently, all state-funded school buildings and all running obligations (loans, rents and so on) were transferred to the municipalities where they are located. In addition, all accommodation resources included in the Ministry's budget (which represent Gld 1.7 billion or roughly US$ 1 billion per annum) were transferred to the Municipalities Fund. Municipalities then received an annual sum from this fund.

Following decentralisation, school boards (both state and private) were required to submit an application to the municipality in whose district the school is located if they required a particular facility. All applications and schools are dealt with on an equal basis, and municipalities are required to draw up regulations to this end.

#### *What does the Act hope to achieve?*

The Dutch government hopes to achieve the following through the Act:

- the reduction of central government regulation;
- an increase in municipal autonomy;
- an increase in the autonomy of school boards;
- improved efficiency in the use of resources.

The fundamental assumption of the Act is that local municipalities have greater insight into local facility supply and demand, not just for education purposes but also for other social and cultural activities for which they are responsible. As a result, municipalities are in a better position to provide tailor-made solutions and respond quickly to changes in the situation.

In the Netherlands, "private schools" are schools administered by foundations or associations of a particular denomination or ideology and whose teaching reflects these beliefs. Ordinary Dutch schools do not represent any particular denomination or ideology. Their administration is the responsibility of the local municipality.

The Act enables municipalities to employ buildings no longer needed for education purposes in any way they see fit, or to sell the land. Municipalities are given the right of action regarding the buildings if they are no longer required by the school concerned.

#### *What will decentralisation mean for municipalities?*

As part of the overall municipal budgetary policy, municipalities are required to develop a policy on accommodation and set up a consultation system with school boards. According to the new Act, they are obliged to consult with the boards of local private schools on the phrasing of the regulations regarding educational accommodation. If agreement is not reached, each of the parties involved in the consultation has the right to ask the Education Council for

advice. The municipality may only take a decision after the Council has given this advice.

Municipalities must draw up an inventory before 1 January 1997 of the buildings and land transferred and must develop policies to efficiently employ the existing buildings and available resources. Every year local councils must draw up the budget available for new accommodation applications and must deal with the applications from private and from ordinary schools in an even-handed way.

Many municipalities, particularly smaller ones, are not yet equipped to carry out these tasks. For this reason, the Ministry of Education, Culture and Science has set up a project bureau to provide support and training courses to municipalities.

***What will decentralisation mean for school boards?***

School boards will also acquire greater responsibility and spending powers after decentralisation. They will be masters in their own house, and will also be responsible for maintenance of building interiors. School boards will receive a lump sum per pupil from the Ministry for the utilisation of buildings. Municipalities will have to pay for any proposed facilities which cost more, so the school board must submit an application to this effect to the municipality.

***Monitoring***

The Ministry reports annually to Parliament on facilities. An independent committee advises Parliament on the basis of these reports, which focuses on the following aspects:

- Physical aspects — changes in accommodation will be assessed annually and compared to the accommodation data on 1 January 1997 recorded by the Ministry. This concerns the structural nature, surface area and year of construction. The national minimum standards to be developed by the Ministry will serve as a reference.
- Municipal working methods — accommodation facilities include: new buildings, the expansion or renovation of existing facilities; and rental and shared use of educational accommodation. The Education Council is an independent national advisory body. The municipalities are sent annual questionnaires on their procedures, on the structure of consultation with the school boards, and on appeals by school boards of applications rejected by the municipality.
- Financial aspect — these include the parameters by which resources are allocated, and what part of their total budget municipalities make available for educational accommodation.

***Comment***

The presentation of the case studies provoked a lively debate in which the experience of countries not represented among the case studies — such as France — was also identified and compared with the others. The issues raised by these case studies and the ensuing debate are discussed in the next chapter.

# Chapter 3

# THEMES AND ISSUES

## INTRODUCTION

This chapter draws on the case studies presented in Chapter 2 and also on the discussions which followed their presentation at the Stockholm Conference. The architects and officials present were able to demonstrate the solutions they had brought to the practical problems raised by service integration. Discussion ranged over a broad spectrum of topics, focusing particularly on the educational advantages of service integration.

## PRACTICAL CONSIDERATIONS

The key words here are consultation, flexibility and economy. Architects have relished the opportunity offered to develop innovative designs for schools which meet the challenges of multi-functional use, environmental appropriateness and new standards of security and health.

The problem of how to make schools safe and attractive has led to a new emphasis on the environment in the design of school sites which has a pedagogical and curricular counterpart in environmental education. Children's safety is addressed in the Japanese case studies by separating communally accessible functions — swimming pools, sports halls, libraries, workshops — from classrooms in ways which enable mutual accessibility but only under teachers' control. There is a strong emphasis in many of the case studies on healthy environments, the free flow of air and natural light and adequate space for movement between lessons. In some cases, as for example the Italian Venturina complex, this extends beyond the integrated site to take in safety from traffic.

Consultation is the key to success. As the Japanese case study puts it succinctly: "To enable schools to serve as centres for community learning activities as well, it is necessary to take this function into account at the facility development stage". Perhaps the best example of comprehensive consultation offered here is the community school at Navet Orebro, in Sweden, which was conceived from the outset as a resource for a whole new suburb. All planning — of the suburb as a whole as well as the school — was based on common values such as creativity, concern for the individual, and user influence. The name of the project, "Living and working in Ladugardsangen", neatly encapsulates the ecological approach. A teacher was appointed at an early stage as project leader, at the head of a group of interested school and social welfare personnel, some of whom now work there. The functions now offered include a health care centre, pre-

school classes, recreational activities and a Youth Project Team. The site has a restaurant, café, sports centre, hall for music as well as specialist workshops, and a photographic laboratory for use by the whole community.

The Venturina complex in Tuscany is a similar development in which environmental planning for a wide range of community functions was undertaken in an integrated way. It is of course easier to undertake integrated planning of this kind on a greenfield site. The Quebec example shows that the same principles can be applied on a wider scale to deal with the regeneration of the inner city. The formation by the municipality and the Catholic School Board, with the participation of the provincial Social Affairs Council, of a commission with a broad remit to examine ways of maintaining institutions and repopulating inner city neighbourhoods, proved to be the catalyst for community consultation. "This concerted action between the municipality and educational authorities has spawned a number of broad-based committees made up of representatives of both the community at large (social and economic groups) and local, regional and provincial governments." Their activities have focused on the role of schools and on how to "tailor them to the prevailing urban environment".

One of the examples in the Quebec case study, the *École Sacré-Coeur*, shows the results of concerted action of this kind. Community activities will fill the space left by the declining school population and the renovation of the school will be subsidised by the municipality. All the partners will be represented on a committee which will canvas community support for the new facilities and allocate space to organisations. The library, computer room and other "community" facilities will be regrouped alongside the day-care centre and multi-purpose rooms and will become accessible outside school hours.

Another example of regeneration of a local community comes from Gothenburg, Sweden, a city badly affected by the decline of shipbuilding, where the local authority seized the opportunity to plan a new school in the former dock area as a central feature of a new community in which lifelong learning was seen as a means of reviving employment and social structures. The traditional concept of the school has given way to the idea of a "knowledge centre" to which the whole community has access. Traditional boundaries have been dissolved, between industrial and public organisations, young and old, day and evening study, basic and higher education, and teachers and other professionals and workers.

*Flexibility* — in conception, design and organisation — is central to all the case studies. Even where central governments retain important powers in school planning they are no longer imposing a single model. In most cases flexibility in design is the response to consultation and community participation. Multi-purpose buildings are needed to meet the varied needs of adults and children. This means using space more flexibly so specialist rooms which serve only one function — science laboratories and other traditionally specialist school rooms — have to be reconsidered and kept to a minimum.

Staff need to be prepared to work in different contexts, not "owning" their classroom as in traditional schools, and working in teams with other professionals as in Sweden, with more flexible working hours. As the Finnish case study puts it: "One of the most important things about Oulunsalo Hall is absolutely the staff. All the members of the staff must adopt an extremely flexible attitude to working in new circumstances and with a lot of visitors around. Nobody can only work for his own sector, everybody must be ready to co-operate."

The most common illustrations of schools adapting themselves to accommodate community needs are found in child care and recreational activities. Child care usually involves opening school buildings much earlier than classes begin and keeping them open well after formal school has ended. The staff required for these purposes is differently trained and qualified than teachers and this sometimes makes team work difficult. The

children involved are usually of school age, although it is increasingly common to find that pre-school children are also catered for.

Recreational activities — which may be provided for the same groups of children and others — also use school buildings as well as workshops, gymnasia, sports halls and playing fields. New schools are being designed to include additional indoor and outdoor facilities which can be used by adults and the local community. Since these are specifically designed to be used in the evenings and at weekends, they can also widen the opportunities for out-of-school use by children in the late afternoons and on holidays.

Sometimes a "home base" is provided, as a meeting place and staff location, with its own separate entrance and storage facilities. Some of the teaching accommodation can be made available for use by these groups. Both externally and internally, school design has been made more welcoming to both children and adults and more carefully related to the environment. Existing school buildings are also being adapted for wider use.

A striking feature of the case studies is the incorporation of information technology as a central feature of the multi-purpose school. In Japan, the creation of a national educational database, accessible throughout the country, is one of the Ministry of Education's main strategies for achieving lifelong learning. In Navet Orebro, Sweden, a PC network and a link with the Internet were seen by local planners as a key strategy for achieving flexibility in educational provision and facilitating communication. A fibre-optic link with the surrounding community enabled this to be extended to community provision.

Information technology is seen in many countries as one of the most attractive facilities for local employers and also as a way of drawing people, whether parents or not, into schools and to lifelong learning. As the CEDC paper from the UK points out, in the knowledge-based societies which are emerging in OECD Member countries, learning becomes a central feature for a strategy of regeneration. New, flexible forms of access are needed. In some community colleges in England, access to new technology is made available to adults in the day as well as in the evenings and they can study alongside school students in some cases. In Japan, new credit accumulation schemes promote accessibility to further and higher education to those who suffered from the rigidities and over-specialisation of the basic education system.

Cultural activities are central to the community use approach adopted in Finland. In Meri-Rastila the city's visual arts workshop is located within the school complex. The school artist also promotes artistic activities for adults. In Oulunsalo Hall, the auditorium and festival hall were designed for community as well as school use and are well patronised for theatrical activities, conferences and concerts. Bringing adults into the school complex for these purposes creates a different atmosphere for children's learning.

These developments are taking place at a time of retrenchment in public financing of educational and social facilities and a contracting *economy*. Money is scarce for rebuilding and refurbishing in most OECD Member countries. Indeed the belief that joint use can save money is one of the motivating factors in service integration, at least from the government perspective. The Quebec case study demonstrates that joint planning for multiple use can save money, provided that social use is properly costed and funded. The Finnish case study sets out the economies achieved at Oulunsalo in building, maintenance, catering and administration by careful joint planning.

In both Japan and Quebec, declining birth rates have produced surplus classroom space which usually leads to school closures. But closing schools has depressing effects on communities and is not always politically feasible. The use of surplus space to provide lifelong learning and community welfare services which would otherwise be too costly becomes an attractive economic prospect in these circumstances.

## EDUCATIONAL CONSIDERATIONS

Perhaps not surprisingly, since the case studies have been written mainly by architects, planners and officials, there is little to suggest a driving educational impetus in these case studies. The main impetus for the development of integrated service provision has come from outside the education service. When new, greenfield developments are under consideration or when it is a question of preserving schools from closure, educationalists have participated enthusiastically in joint planning and have been prepared to be flexible in their approach.

The new Finnish schools at Oulunsalo and Meri-Rastila show how integrated schools in these conditions can be designed with pedagogical as well as community considerations present from the outset. The head teacher of Meri-Restila is also the executive and administrative director and as such well placed to implement the policy according to which: "All activities in the building emphasise the principle of co-operation and the pedagogical responsibility of adults."

In most countries, schools have been prepared to open their facilities for out-of-school-hours child care and recreational activities, especially when offered financial inducements. Pre-school classes are developing in mainstream primary schools, especially in those countries where the starting age for compulsory school is relatively late. However, apart from the community college movement in England, which was led by educationalists who were convinced that education is enriched by being firmly embedded in community activities, and similar experiments in a few other countries, mainstream schools do not seem to have been persuaded of the educational advantages of fully integrating other services within schools.

Schools and teachers in established contexts rarely seek integration of other services, though they do increasingly look for support from local communities for their own, educational, activities. Only in the area of special needs has there been widespread support from within the teaching profession for service integration. One of the reasons for this reluctance to integrate may lie in the balance of advantages as schools see it. The advantages to the local community of using school-based facilities are evident whereas the potential disadvantages are what is most clear to school principals.

There are educational advantages: clearly, working in a clean and pleasant environment which is shared by adults acts as a stimulus to teaching and learning. But sharing expensive facilities risks damage and breakage. Bringing adults into schools increases problems of security for children. Using more flexible teaching spaces challenges traditional teaching approaches, impinges on the privacy of the classroom and opens teachers' relations with their pupils to public scrutiny. In many cases, these are excuses for inaction and it is to be hoped that the publication of examples of good practice in integrated environments will help to remove such prejudices. However, it has to be acknowledged that many older school buildings are ill-suited to integrated service provision and would need substantial renovation to bring them up to the standards required for community use.

Another possible reason for the lack of enthusiasm among teachers for greater integration lies in the mission of schools which is focused on accountability for the educational performance of their pupils, often in a context of great competition among individual pupils and schools. These are the criteria by which schools are mainly judged by parents, inspectors and governments. Small wonder then that they do not always welcome "distractions" in the form of alternative community missions which offer few apparent advantages. Tony Gelsthorpe regrets the absence of attention to the mission and values of community education in the standard framework for inspecting English schools. He suggests four useful criteria for evaluating the extent to which community education enhances the curriculum:

- using the community as a curriculum resource;
- parental involvement in pupils learning;

- pupil access to additional learning opportunities;
- commitment to and encouragement of lifelong learning.

If the movement towards greater service integration is to develop further, the purely educational advantages which schools can derive from it need to be made clear. The case studies give only a few indications of what these might be. In the curriculum domain, the focus on lifelong learning which better links with the community seems to have translated into a greater emphasis on basic skills at primary level. This is often linked to greater involvement of parents and other adult role models in helping pupils with, for example, reading.

At secondary level, links with the world of work are made easier and the presence of adult learners stimulates motivation among some adolescents. In Stromstad Upper School, Sweden, greater diversification of the curriculum resulted from the involvement of employers and other social partners in the consultation process and this is echoed in other countries' experience.

The lessons from those countries where full service integration has been evaluated for its educational effect, notably the United States, suggest that children feel more at home in school and increase their problem-solving skills. Relationships between disadvantaged and non-disadvantaged groups improve.[11] Experience from England's community schools also suggests that the advantages of this type of education lie in improved relationships and motivation for learning which stem from the shared community values which teachers can draw upon.[12]

One area of potential benefit to schools from full service integration lies in teachers' professional development. Working with children most of the time, often having a relatively narrow focus in their teaching, teachers risk isolation from the outside, adult world. Most are well aware of this and welcome opportunities to work or train alongside professionals in other services or to gain experience in commerce or industry. The movement to service integration should help to reduce the isolation of teachers and to promote co-operative work and training, to the benefit of their pupils.

## COMMENTARY

From the perspective of lifelong learning, services integration offers attractive opportunities to involve the whole community in a broader conception of education. The case studies demonstrate that schools can be designed in such a way that these opportunities are realised to the mutual benefit of all those involved.

Yet there remains a substantial difference of perception about the benefits of integrated provision between those responsible for planning and building schools and the principals and teachers who work in them. To some extent this difference is an inevitable consequence of their contrasting functions: planners and architects, as well as education officials, have to look ahead, anticipate developments in the use of buildings, and look beyond the school to the community it serves. Teachers are focused on the job in hand, the needs of their current pupils. Insofar as they are forced to look beyond the horizons of their school, it is primarily in terms of accountability for the academic outcomes of their teaching.

There are encouraging signs that some schools are opening up to the community, at least in terms of use of their facilities. However, if service integration is to become more widespread and serve the purposes of lifelong learning, then school principals and teachers will have to share this vision and become convinced of its educational value. This means involving them at an early stage in the consultation and planning process and building a community dimension into schools' mission statements.

# Chapter 4

# CONCLUSIONS AND RECOMMENDATIONS

There are three themes which emerge from the reading of the case studies presented in Chapter 2 and the themes and issues discussed in the previous chapter. It is clear that lifelong learning has been the policy which has driven governments to promote wider access to educational facilities. This is well illustrated by the introductory comments in the Japanese case study, the regional example in Tuscany, and the municipal examples in Finland. To a greater or lesser extent, both national and local authorities have seen the need to broaden the opportunities for all their populations to have access to education throughout their lives.

The second theme, which emerges most clearly in those countries which have decentralised their educational system most recently, is that the very act of decentralising has brought a closer focus on local community needs and has enabled wider consultation in planning new facilities or conversion of older ones. In countries which have traditionally had very decentralised educational systems, change has taken the form of closer co-operation between local school authorities and other community organisations to promote similar objectives.

The third theme to emerge is the limited impact that these developments have had on the curriculum and pedagogy of schools, apart from some upper secondary and vocational schools. This aspect has been less developed in the case studies which focus on architectural and planning considerations. To some extent, curriculum changes — such as the renewed focus on basics and learning to learn — have reflected the objectives of lifelong learning. In decentralising countries educational changes have also been influenced by the new local community focus. But these changes are marginal ones at present in most schools.

Integrated service provision should be seen within the context of lifelong learning. It is true that much can be achieved in meeting pressing community needs by the more effective use of school facilities without greatly changing the way schools operate. This is clearest in the DfEE paper from the UK where the focus is on maximising the use of school facilities at minimum cost to the taxpayer. This approach can be effective in its limited objectives, especially where it builds on existing good practice. As the other UK paper makes clear, UK schools are already very open to community use in out-of-school hours.

However, if governments wish to promote the integration of services, in order to implement policies of lifelong learning, then such limited measures will not suffice. At present, the impetus for integration is coming mainly from outside the school though there are

encouraging signs — for example in the policy statement issued by the Swedish teachers' association — that teachers are beginning to realise that lifelong learning concerns them and can be instrumental in raising their social and professional status.

However, teachers have not been the prime movers in integration; much of the material collected here reflects the idealism of architects and national and local representatives and officials. There is little evidence here that education has changed to match the environmental changes they are promoting. Schools and teachers have to become genuine partners with local authorities and other services in redefining the school's role in the community if lifelong learning is to become part of their central mission.

Integrated service provision has different connotations in different OECD Member countries. In many countries it is part of a larger movement towards decentralisation of the management of formerly over-centralised services, including education, to local authorities and school boards. The latter are expected to be more responsive to community demands and more flexible in their management of facilities. In most cases, they are also expected to use these facilities more cost-effectively or to use surplus educational space for other social welfare purposes. The result has been that school sites are now used for longer in the daytime, evenings, weekends and school holidays and by more diverse groups of parents with pre-school children and other adults, and that pupils themselves are offered more recreational opportunities outside normal school hours. For the most part, the schools may not be greatly affected by the aggregation of service functions on their site and often continue to offer a traditional curriculum as before.

In some circumstances, however, schools may cease to be owners or even managers of the site and may themselves become a service user, albeit in most cases the dominant one. If the UK Private Finance Initiative becomes a model, schools and school sites will cease to be virtually synonymous as they are at present in the public mind. The sites will be exploited by an organisation which will maximise use (and profits) and schools will contract to use them for a given number of hours and days, alongside other users. In these circumstances, schools will be more clearly revealed for what they already are to a large degree: primarily complex social organisations with changing needs in terms of accommodation and equipment. Similar considerations lie behind the reorganisation of responsibilities for educational buildings in Stockholm.

Such developments will be encouraged by progress in educational technology and communications systems. The "virtual school" of the future may be less constrained by geographical and location factors and able to respond more flexibly to the needs of individual children and adults.

In a few countries, integrated service provision has been taken well beyond the narrow purpose of maximising the use of buildings and now involves joint planning of community services including schools. In some cases teachers have been involved with planners, architects and other service professionals in forward planning and have implemented new pedagogical and curriculum projects to meet the ideal of integrated provision. Where, as is often the case, these innovative approaches concern the planning of new facilities, architects have been able to translate the ideal of a more community-oriented school into multipurpose, flexible buildings which promote a less compartmentalised school organisation and a broader curriculum. Teachers have begun to see themselves as part of a team which may also include nursery nurses, healthcare professionals or recreation leaders.

The more radical interpretation is not widespread and is unlikely to become so unless certain conditions are met. Traditional buildings do not lend themselves easily to innovative approaches and money for conversions is usually only available at times of crisis, for example when school rolls are expanding or falling rapidly. School principals have

little incentive to open their schools up to the community if they are held accountable only for the academic performance of their own pupils.

It may be that the movement towards service integration will turn out to be a limited and short-lived experiment which mainly owes its current popularity either to the enthusiasm generated among local communities which have been granted control over educational facilities for the first time, or to the existence of surplus accommodation in some countries' schools. The history of community schools in England shows that good practice in a few regions does not necessarily become national policy.

If it is to become something of lasting significance, service integration needs to be linked more firmly with lifelong learning. National policies will be needed to promote, through financial incentives to schools and guidance to local authorities, innovative approaches to school organisation and governance, curriculum and pedagogy.

Schools have become more aware of the community dimension of their work and they are also increasingly aware that they no longer have a monopoly of educational expertise. They have much to give to lifelong learning if they can be drawn into broader partnerships. They also have much to learn from other professions, commerce and industry about the needs of adults and young people entering the world of work and citizenship. There is encouraging evidence in this report that where teachers are drawn into the planning of integrated community provision of services, the advantages extend beyond maximising the use of school premises to galvanising lifelong learning opportunities for whole communities.

OECD Member countries approach service integration from very different domestic situations. The dominant trend is away from formerly over-centralised educational systems towards a higher degree of local control. In these conditions the disadvantages of centralisation are uppermost in the minds of policy makers who are motivated by the potential they see for mobilising local participation in support of education and other services. In other countries where education has traditionally been in the hands of local authorities, the disadvantages of this system are the subject of public debate. In these countries there has been a move to assert central control over educational standards in a bid to reduce the inequality of outcomes which is considered to be the consequence of differing local standards of provision.

Despite these differences of approach, there is in fact a convergence around the notion of setting goals and standards at national level and empowering local authorities and schools themselves to deliver the services. National governments are also acquiring, or retaining, the responsibility for evaluating the performance of local systems. These developments form the political context within which integrated provision of services is occurring.

Most OECD Member countries have policies for lifelong learning, although the emphasis varies, and these are related more or less directly to policies on facilitating access to school buildings. In a system which remains more centralised than most, the Japanese government has been able to set new goals for lifelong learning and to link these goals with the planning and building of local educational facilities. A similar approach is adopted in Scandinavian countries which, however, generally allow more latitude to local authorities in developing innovative plans. The Italian paper also links local development of integrated services with lifelong learning, placing this development within the context of European integration.

The different political and administrative traditions of OECD Member countries offer a wealth of lessons for service providers. One of these is that decentralisation of control and diversity of provision can lead to more responsive public services. Without strong national goals, however, and centralised measures to equalise funding and evaluate outcomes, there is a risk that some current developments may lead to greater inequality of service provision and educational outcomes. Lifelong learning requires a national

framework within which local diversity can flourish without losing sight of common goals.

***Recommendations***

- Local authorities should be encouraged to undertake further development of integrated service provision, in both new and existing schools, and to assess the contribution this approach can make to the quality of local services.
- The contribution which integrated service provision can make to basic education and to pupils' learning should be explicitly assessed as part of the evaluation of current and future projects.
- Policies for integrated service provision should be developed within the context of national policies for lifelong learning.
- Teachers' associations should be involved in discussions about service integration both at national level, where the focus should be on the contribution schools can make to lifelong learning, and at local level, where the focus should be on families and community partnerships.
- Policy makers should consider how best to include in schools' mission statements the responsibility to promote lifelong learning and co-operation with other local services to achieve common goals.
- The governance structure of schools should be modified to include community representatives and the integration of services should be accompanied by an integrated management structure.
- Examples of good practice in school design and construction, which facilitates the integration of services while protecting the security and learning environment of children, should be disseminated as widely as possible.
- Funding for improvements to school premises and buildings, and new equipment, should in future be made conditional upon schools consulting parents and local communities about joint use.

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Recent years have seen a number of initiatives which seek to provide a range of community services on school sites, including adult education and other social and welfare services. These developments aim at co-ordinating more effectively services which are usually provided separately while optimizing the use of increasingly sophisticated and expensive educational buildings and equipment. However, providing integrated services "under one roof" poses a number of practical problems. What is the rationale for integrated service provision? What are the implications for the local authorities, planners and architects in charge of designing school sites that meet the new requirements?

This report presents the main lessons learned from a conference held in Stockholm, drawing on case studies from Finland, Italy, Japan, the Netherlands, Quebec, Sweden and the United Kingdom. The case studies provide a wealth of examples of solutions to the challenge of optimizing the use of existing schools by better integrating them into local communities and by promoting new synergies with other services.

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